

COMMITTEE REPORT HOUSE

FURTHER:

2/3/83

Date: 3/9/83

Mr. Speaker:

The Committee on FINANCE has had HB 17

Relating to age limits under Title 14, Alcoholic Beverages.

under consideration and reports it back as follows:

- do pass do not pass
- do pass with attached amendments(s)
- replace with CS for HR 17 (Finance) same title
 new title
- and recommends do pass
- AND attaches a "Letter of Intent" New Fiscal Note
- reports it back without recommendation Zero Fiscal Note Attached
- referred to the _____ Committee

MEMBERS SIGNING
DO PASS

MEMBERS HAVING
OTHER RECOMMENDATIONS:

CHAIRMAN

Original sponsors: Martin, M.W. Miller,
M.M. Miller, et al

1 IN THE HOUSE

BY THE FINANCE COMMITTEE

2 CS FOR HOUSE BILL NO. 17 (Finance)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 THIRTEENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act authorizing an advisory vote on the drinking
7 age; raising the drinking age to 21; allowing employ-
8 ment of certain minors in licensed premises; amending
9 other provisions of law relating to the drinking age;
10 providing an exemption for certain persons 19 years
11 of age; and providing for an effective date."

12 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

13 * Section 1. AS 04.11.090(f) is amended to read:

14 (f) The area designated as the licensed premises under a bever-
15 age dispensary license issued to a bowling alley may include the
16 concourse or lane areas of the bowling alley. Notwithstanding AS 04.-
17 16.049, the board may, upon application, authorize access by persons
18 under 21 [19] years of age to the concourse or lane areas designated
19 part of the bowling alley's licensed premises during hours when no
20 alcoholic beverages are being sold, served, or consumed.

21 * Sec. 2. AS 04.11.110(g) is amended to read:

22 (g) Notwithstanding AS 04.16.049, the board may authorize access
23 by persons under 21 [19] years of age to a club's licensed premises
24 during hours when no alcoholic beverages are sold, served, or con-
25 sumed.

26 * Sec. 3. AS 04.11.460(c) is amended to read:

27 (c) For the purposes of this section, "permanent resident" means
28 a person 21 [19] years of age or older who has established a permanent
29 place of abode.

1 * Sec. 4. AS 04.16.049(a) is repealed and reenacted to read:

2 (a) A person under the age of 21 years may not knowingly enter
3 or remain in premises licensed under this title unless

4 (1) accompanied by a parent, guardian or spouse who has
5 attained the age of 21 years;

6 (2) the person is at least 16 years of age, the premises
7 are designated by the board as a restaurant for the purposes of this
8 section, and the person enters and remains only for dining; or

9 (3) the person is under the age of 16 years, is accompanied
10 by a person over the age of 21 years, the parent or guardian of the
11 underaged person consents, the premises are designated by the board as
12 a restaurant for the purposes of this section, and the person enters
13 and remains only for dining.

14 * Sec. 5. AS 04.16.049(b) is amended to read:

15 (b) Notwithstanding (a) of this section, a licensee or an [,
16 HIS] agent [,] or employee of the licensee may refuse entry to a
17 person under the age of 21 [19] years to that part of licensed prem-
18 ises in which alcoholic beverages are sold, served, or consumed, may
19 refuse service to a person under the age of 21 [19] years, or may
20 require a person under the age of 21 [19] years to leave the portion
21 of the licensed premises in which alcoholic beverages are sold, serv-
22 ed, or consumed.

23 * Sec. 6. AS 04.16.049(c) is amended to read:

24 (c) Notwithstanding any other provision in this section, a
25 person between 16 and 19 years of age may enter and remain within the
26 licensed premises of a hotel, restaurant, or eating place in the
27 course of [HIS] employment if (1) the employment does not involve the
28 serving, mixing, delivering, or dispensing of alcoholic beverages; (2)
29 the person has the written consent of a parent or guardian; and (3)

1 an exemption from the prohibition of AS 23.10.355 is granted by the
2 Department of Labor. The board, with the approval of the governing
3 body having jurisdiction and at the licensee's request, shall design-
4 nate which premises are hotels, restaurants, or eating places for the
5 purposes of this subsection.

6 * Sec. 7. AS 04.16.049 is amended by adding a new subsection to read:

7 (d) Notwithstanding any other provision in this section, a
8 person 19 years of age or older may be employed within the licensed
9 premises of a hotel, restaurant or eating place, may enter and remain
10 within those premises for the purpose of employment, and may in the
11 course of employment, serve, deliver or dispense alcoholic beverages.

12 * Sec. 8. AS 04.16.050 is amended to read:

13 Sec. 04.16.050. POSSESSION OR CONSUMPTION BY PERSONS UNDER THE
14 AGE OF 21 [19]. A person under the age of 21 [19] years may not
15 knowingly consume, possess, or control alcoholic beverages, except
16 those furnished persons under AS 04.16.051(b).

17 * Sec. 9. AS 04.16.051(a) is amended to read:

18 Sec. 04.16.051. FURNISHING OF ALCOHOLIC BEVERAGES TO PERSONS
19 UNDER THE AGE OF 21 [19]. (a) A person may not furnish an alcoholic
20 beverage to a person under the age of 21 [19] years.

21 * Sec. 10. AS 04.16.052 is amended to read:

22 Sec. 04.16.052. FURNISHING OF ALCOHOLIC BEVERAGES TO PERSONS
23 UNDER THE AGE OF 21 [19] BY LICENSEES. A licensee or an [, HIS] agent
24 [.] or employee of the licensee may not with criminal negligence

25 (1) allow another person to sell, barter, or give an alco-
26 holic beverage to a person under the age of 21 [19] years within
27 licensed premises;

28 (2) allow a person under the age of 21 [19] years to enter
29 and remain within licensed premises except as provided in

1 AS 04.16.049;

2 (3) allow a person under the age of 21 [19] years to con-
3 sume an alcoholic beverage within licensed premises;

4 (4) allow a person under the age of 21 [19] years to sell
5 or serve alcoholic beverages except as provided in AS 04.16.049(d).

6 * Sec. 11. AS 04.16.060 is amended to read:

7 Sec. 04.16.060. PURCHASE BY PERSONS UNDER THE AGE OF 21 [19].

8 (a) A person under the age of 21 [19] years may not purchase alco-
9 holic beverages or solicit another to purchase alcoholic beverages for
10 the person under the age of 21 [ON HIS BEHALF].

11 (b) A person may not influence the sale, gift, or service of an
12 alcoholic beverage to a person under the age of 21 [19] years, by
13 misrepresenting the age of that person.

14 (c) A person may not order or receive an alcoholic beverage from
15 a licensee, an [HIS] agent or [,] employee of the licensee, or another
16 person, for the purpose of selling, giving, or serving it to a person
17 under the age of 21 [19] years.

18 (d) A person under the age of 21 [19] years may not enter li-
19 censed premises where alcoholic beverages are sold and offer or pre-
20 sent to a licensee or an [, HIS] agent [,] or employee of the licensee
21 a birth certificate or other written evidence of age, that [WHICH] is
22 fraudulent or false or that [WHICH] is not actually the person's [HIS]
23 own, or otherwise misrepresent the person's [HIS] age, for the purpose
24 of inducing the licensee or an [, HIS] agent [,] or employee of the
25 licensee to sell, give, serve, or furnish alcoholic beverages contrary
26 to law.

27 (e) A person [WHO HAS ATTAINED THE AGE OF 19 YEARS ACCOMPANYING
28 A PERSON] under the age of 21 [19] who is seeking to enter and remain
29 in a licensed premises under AS 04.16.049(a)(2) or (3) may not

1 misrepresent the person's age or having obtained the consent of the
2 parent or guardian required by that section [OF THE PERSON UNDER THE
3 AGE OF 19 YEARS].

4 * Sec. 12. AS 04.16.200(b)(2) is amended to read:

5 (2) the sale or offer for sale was made to a person under
6 21 [19] years of age; or

7 * Sec. 13. AS 04.16.200(c) is amended to read:

8 (c) It is an affirmative defense to a prosecution under (a) of
9 this section that no profit was involved in the solicitation or re-
10 ceipt of an order for the delivery of an alcoholic beverage. However,
11 the affirmative defense created under this subsection is not available
12 in a prosecution of a person charged with selling or offering for sale
13 alcoholic beverages to a person under 21 [19] years of age.

14 * Sec. 14. AS 04.21.020(1) is amended to read:

15 (1) the alcoholic beverages are provided to a person under
16 the age of 21 [19] years in violation of AS 04.16.051, unless the
17 licensee, agent, or employee secures in good faith from the person a
18 signed statement, liquor identification card, or drivers' license
19 meeting the requirements of AS 04.21.050(a) and 04.21.050(b), that
20 [WHICH] indicates that the person is 21 [19] years of age or older; or

21 * Sec. 15. AS 04.21.050(a) is amended to read:

22 (a) If a licensee [,] or an agent or employee of the licensee
23 questions or has reason to question whether a person entering [A]
24 licensed premises, or ordering, purchasing, attempting to purchase, or
25 otherwise procuring or attempting to procure alcoholic beverages, has
26 attained the age of 21 [19] years or is entering without consent in
27 violation of AS 04.16.049(a)(3) and has not attained the age of 16
28 years, that licensee, agent, or employee shall require the person to
29 furnish proof of age acceptable under (b) of this section or proof of

1 consent in a form determined by the board. If the person questioned
2 does not furnish proof of age acceptable under (b) of this section, or
3 if a licensee, agent, or employee questions or has reason to question
4 the validity of the proof of age furnished, the licensee, employee, or
5 agent shall require the person to sign a statement that the person
6 [HE] is over the age of 21 or 16 [19] years as appropriate. This
7 statement shall be made on a form prepared by and furnished to the
8 licensee by the board.

9 * Sec. 16. AS 04.21.050(c) is amended to read:

10 (c) A licensee, or an agent or employee of the licensee, may not
11 be charged for a violation of AS 04.16.051 - 04.16.052 if a signed
12 statement as provided in (a) of this section is secured in good faith,
13 or a valid driver's license or identification card is presented indi-
14 cating that the owner and possessor of the presented driver's license
15 or identification card is 21 or 16 [19] years of age or over as appro-
16 priate.

17 * Sec. 17. AS 23.10.355 is amended to read:

18 Sec. 23.10.355. PERSONS UNDER 21 [19]. No person under 21 [19]
19 may be employed or allowed to sell or serve alcoholic beverages or to
20 work [IN ANY ROOM OR OTHER PLACE WHERE ALCOHOLIC BEVERAGES ARE SOLD
21 FOR CONSUMPTION] on licensed [THE] premises, except as provided in
22 AS 04.16.049 [AS 04.16.049(e)].

23 * Sec. 18. EXCEPTION FOR THOSE 19 YEARS OF AGE OR OLDER AS OF
24 JANUARY 1, 1984. Notwithstanding any other provision of this title regard-
25 ing age limitations, any person born on or before December 31, 1964 may be
26 present upon licensed premises and may possess, consume, receive or pur-
27 chase alcoholic beverages as otherwise allowed under this title, and a
28 person may serve, deliver, dispense, furnish or sell alcoholic beverages to
29 a person born on or before December 31, 1964 as otherwise allowed under

1 this title.

2 * Sec. 19. The lieutenant governor shall place before the qualified
3 voters of the state at the next statewide election a question advisory to
4 the legislature as to whether the legislature should maintain the age of
5 majority at 21 years of age or enact laws that would lower the age of
6 majority to 19 years of age for the purpose of regulation of the sale,
7 consumption, possession, furnishing, barter, purchase, gift and delivery of
8 alcoholic beverages. The question shall appear on the ballot in the fol-
9 lowing form:

10 Q U E S T I O N

11 Shall the drinking age be at age 19 or age 21?

12 Leave at age 21 []

Lower to age 19 []

13 * Sec. 20. This Act takes effect January 1, 1984.

HOUSE JOURNAL

HOUSE FINANCE COMMITTEE LETTER OF INTENT FOR CSHB 17 (FINANCE)

The House Finance Committee has considered HB 17, and has made certain amendments to the bill. CSHB 17 (Finance) raises the age at which a person may legally consume alcoholic beverages from 19 to 21. Section 7 of the bill adds a new subsection (d) to AS 04.16.049. The new subsection allows 19 and 20 year olds to be employed in hotels and restaurants and to serve alcoholic beverages, despite the fact that they may not legally consume these beverages. Subsection (d) would allow these 19 and 20 year old employees to mix alcoholic beverages. Thus, while they may serve alcoholic beverages and dispense beer and wine, employment as a bartender serving mixed drinks is prohibited. Subsection (d) has been added because the committee is aware that 19 and 20 year olds are often employed in hotels and restaurants on a part time or seasonal basis, especially while attending school. These establishments represent a major source of income for young people in this age range, and the committee does not intend to prevent this employment.

Section 18 of CSHB 17 (Finance) adds a temporary law which allows persons who reach the age of 19 on or before January 1, 1984 to continue to legally consume alcoholic beverages. This allows those persons who are now 19 and 20, and who can now legally consume alcoholic beverages, to continue to do so. The bill thus does not take away the privilege to drink from those to whom it has already been granted as of the effective date of the bill. The bill raises the drinking age from 19 to 21 for all persons born after December 31, 1964; these persons have not yet been granted the privilege to legally consume alcoholic beverages.

The committee recognizes that AS 04.16.065 will allow some 19 and 20 year old persons to legally consume alcoholic beverages, while others who are only slightly younger may not. After careful thought and discussion the committee concluded that this distinction is a reasonable one which does not unfairly discriminate against persons born after December 31, 1964. The committee is convinced that the statistics on alcohol related traffic fatalities, criminal offenses and alcoholism among the youth in this state and the nation dictate that the drinking age be raised from 19 to 21. This is a sound public policy decision which will have long term future benefits for the citizens of the state.

The committee is also cognizant, however, of the problems of effectively and fairly enforcing the new age limitation upon those persons who are now 19 and 20 years of age, and who have been legally consuming alcoholic beverages. Some of these persons can be expected to resist the withdrawal of a privilege which they are already enjoying, as contrasted to the postponement of a privilege which younger persons have not yet received. Thus, a decision was made to choose an easily determinable date, January 1, 1984, and to allow all those who have reached 19 years of age by that date to continue to legally consume alcoholic beverages. The higher drinking age will apply to all persons who reach the age of 19 on or after that date.

The committee recognizes that, to a certain extent, any lines which it draws as to age limits will be arbitrary. The drinking age could have been set at 20 1/2 or 22, for example. But the arbitrary lumping of all 19 or 20 year olds into one category, without considering whether or not some individuals had previously been accorded the privilege to consume alcoholic beverages, is a less defensible classification than one which draws a distinction between two classes of persons: those who have previously been able to drink and those who have not.

RESPECTFULLY SUBMITTED,



Al Adams, Chairman
House Finance Committee

028216

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: CSHB 17 (Finance) Date on Bill: 3/8/83
 Title: An Act relating to age limits under Title 4, Alcoholic Beverages; and estab. an eff. date
 Sponsor: Martin, M.W. Miller, M.M. Miller, et. al.
 Requestor: House Finance Committee

1. Estimated fiscal impacts on:

a. Expenditures:

(Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86
Capital				
Operating		67.1	118.5	170.2
Total		67.1	118.5	170.2

b. Revenues:

Revenue				
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2. Source of funds to offset fiscal impact of bill:

No information provided.

3. Assumptions: This bill raises the age at which a person is legally allowed to consume alcoholic beverages from 19 to 21. It does not change the current penalty provisions under Title 4; most violations of Title 4 are class A misdemeanors. It is anticipated that passage of the bill would result in approximately 150-200 additional criminal prosecutions per year statewide during the first 2 years after passage. During this period, persons who are 19 years of age or older on the effective date of the bill will continue to be permitted to possess and consume alcoholic beverages.

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It therefore does not represent the final estimate of fiscal impact.

Prepared By: Richard I. Pegues, Director
 Division: Administrative Services

Phone: 465-3672
 Date: 3/8/83

Approved by Commissioner: Norman C. Gofsuch, Attorney General
 Department: Department of Law

Date: _____

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

2/15/83

Assumptions

CSHB 17

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Prosecution of consumers of alcoholic beverages under 21 years of age would be for relatively minor violations; however, the total anticipated number of such violations represents an appreciable increase in overall prosecutor workload. The number of prosecutions can be expected to steadily increase to approximately 300-400 additional prosecutions per year after the second year. This steady increase will be due to the "grandfather clause" in proposed AS 04.16.065, which ceases to have effect after January 1, 1986.

Additionally, it is anticipated that 50 to 100 prosecutions of the more serious offense of furnishing alcohol to a minor will also occur. These offenses, committed by bars, liquor stores, bootleggers, and older friends, will require vigorous prosecution by the state if the change in the drinking age is to make a meaningful change in the drinking patterns of young persons. Consequently, prosecutor resources must be increased to handle the increased workload that will result from enactment of this bill.

The impact of HB 17 is expected to result in the addition of 1.5 prosecutors by FY 1986, at the Attorney IV level (R 24A) and 1 Legal Secretary: I (R 10B), statewide. For purposes of the analysis, salary schedule A has been used. Actual placement and number of positions can only be determined after the legislature has acted and we know what bills have been approved, and once we know what fiscal notes have also been approved.

The first year of this analysis is for FY 84 and costs have been calculated on a 5 month basis to account for the time required to establish new positions and the time it takes to get a new program underway. The costs beyond FY 84 are on a 12 month basis and include a 6% annual inflation factor.

1st Year (5 months)

	<u>AIV (PFT)</u>	<u>AIV (PPT)</u>	<u>L/SI (PFT)</u>	<u>TOTAL</u>
Personal Services	26.8	--	11.7	38.5
Travel	2.5	--	--	2.5
Contractual	4.0	--	1.0	5.0
Commod. - ongoing	0.8	--	0.8	1.6
Commod. - single time	2.0	--	1.5	3.5
Equipment - single time	1.5	--	14.5	16.0
				<u>67.1</u>

2nd Year (12 months + 6% annual inflation)

Personal Services	67.3	--	29.8	97.1
Travel	6.4	--	--	6.4
Contractual	9.1	--	2.1	11.2
Commodities	1.9	--	1.9	3.8
Equipment	--	--	--	--
				<u>118.5</u>

3rd Year (12 months + 6% annual inflation)

Personal Services	71.3	35.7	31.6	138.6
Travel	6.8	3.4	--	10.2
Contractual	9.6	4.6	2.2	16.4
Commodities	2.0	1.0	2.0	5.0
Equipment	--	--	--	--
				<u>170.2</u>

The following individuals are expected to testify on CS HB 17
(Judiciary):

Terry Martin, prime sponsor

George Mundell, Acting Director, Office of Alcoholism and Drug
Abuse, Department of Health & Social Services
(Mr. Mundell will testify on behalf of the administration for
all departments)

A representative of the Department of Law will be available to
answer questions on the DOL fiscal note

STATE OF ALASKA
FISCAL NOTE

Rec'd 5/17/83

Revision Date 1983

I. REQUEST

Bill/Resolution No.: SSCSHB 17
 Title: Advisory Vote/Drinking Age to 21
 Sponsor: Rep. Martin
 Requestor: Senate State Affairs

II. FISCAL DETAIL

Agency Affected: Office of the Governor
 Program Category Affected: Exec. Operations
 BRU, Program of Subprogram(s) Affected: Division of Elections

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
OPERATING						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC						
TOTAL OPERATING			-0-			
CAPITAL						
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

III. SOURCE OF FUNDS TO OFFSET FISCAL IMPACT OF BILL: Not Provided

IV. ANALYSIS: SSCSHB 17 has no fiscal impact as the Division of Elections plans for the inclusion of advisory votes on the general election ballot.

IV. ANALYSIS: Attach a separate page for any Analysis

Prepared By: Dana C. Coffman, Deputy Director
 Division: Division of Elections
 Approved by Commissioner: [Signature]
 Department: Lieutenant Governor

Phone: 586-6181
 Date: 05-16-83
 Date: 05-16-83

Distribution:

- Original to Legislative Finance
- Copy to Office of Management and Budget (for Legislature introduced bills)
- Copy to Department (for Governor introduced bills)
- Copy to Sponsor
- Copy to Requestor (if different from Sponsor)

3/8/83

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: CS HB 17 Date on Bill: 2/8/83
 Title: An act relating to age limits under Title 4, Alcoholic Beverages
 Sponsor: Martin, M.W. Miller, M.M. Miller
 Requestor: House Finance

1. Estimated fiscal impacts on:

a. Expenditures:

(Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86
Capital				
Operating				
Total	-0-	-0-	-0-	

b. Revenues:

Revenue				
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2. Source of funds to offset fiscal impact of bill:

3. Assumptions:

This bill has no fiscal impact.

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It therefore does not represent the final estimate of fiscal impact.

Prepared By: Mary Reifed Phone: 465-2300
 Division: Commissioner Office Date: 2/28/83
 Approved by Commissioner: John D. Healy Date: 2/28/83
 Department: Revenue

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

2/15/83

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: CS HB 17 (JUD) Date on Bill: 2-8-83
 Title: An Act relating to age limits...
 Sponsor: Martin
 Requestor: _____

1. Estimated fiscal impacts on:

a. Expenditures:

(Thousands of Dollars)

			FY 83	FY 84	FY 85	FY 86		
Capital								
Operating			-0-	-0-	-0-	0		
Total								

b. Revenues:

Revenue								
---------	--	--	--	--	--	--	--	--

2. Source of funds to offset fiscal impact of bill:

3. Assumptions:

No Fiscal Impact

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It therefore does not represent the final estimate of fiscal impact.

Prepared By: Francis C. Allan Phone: 465-5691
 Division: Alaska State Troopers Date: 2-17-83

Approved by Commissioner: *[Signature]* Date: 2/25/83
 Department: Public Safety

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

2/15/83

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: CSHB 17 Date on Bill: 2/8/83
 Title: "An Act relating to age limits under Title 4, Alcoholic Beverages."
 Sponsor: Martin, M.W. Miller, M.M. Miller, et.al.
 Requestor: House Finance

1. Estimated fiscal impacts on:

a. Expenditures:

(Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86
Capital				
Operating		150.2	161.1	170.8
Total		150.2	161.1	170.8

b. Revenues:

Revenue				
---------	--	--	--	--

2. Source of funds to offset fiscal impact of bill:

No information provided.

3. Assumptions:

This bill raises the age at which a person is legally allowed to consume alcoholic beverages from 19 to 21. It does not change the current penalty provisions under Title 4; most violations of Title 4 are class A misdemeanors. It is anticipated that passage of the bill would result in 250 to 300 additional criminal prosecutions per year statewide, especially during the first 1 or 2 years after passage. Those persons now aged 19 and 20 are used to being able to legally consume alcoholic beverages, it is expected that many would resist efforts to enforce a law which takes away this privilege.

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It therefore does not represent the final estimate of fiscal impact.

Prepared By: Richard I. Deques, Director
 Division: Administrative Services

Phone: 465-3672
 Date: 2/28/83

Approved by Commissioner: Norman C. Gorsuch, Attorney General
 Department: Department of Law

Date: 2/28/83

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

2/15/83

Assumptions
CSHB 17
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Prosecution of consumers of alcoholic beverages under 21 years of age would be for relatively minor violations; however, the total anticipated number of such violations represents an appreciable increase in overall prosecutor workload.

Additionally, it is anticipated that 50 to 100 prosecutions of the more serious offence of furnishing alcohol to a minor will also occur. These offences, committed by bars, liquor stores, bootleggers, and older friends, will require vigorous prosecution by the state if the change in the drinking age is to succeed. Consequently, prosecutor resources must be increased to handle the increased workload that will result from enactment of this bill.

The impact of HB 17 is expected to result in the addition of 1.5 prosecutors, at the Attorney IV level (R 24A) and 1 Legal Secretary I (R 10B), statewide. For purposes of the analysis, salary schedule A has been used. Actual placement and number of positions can only be determined after the legislature has acted and we know what bills have been approved, and once we know what fiscal notes have also been approved.

The first year of this analysis will be FY 84 and costs have been calculated on a 10 month basis to account for the time required to establish new positions and the time it takes to get a new program underway. The costs beyond FY 84 are on a 12 month basis and include a 6% annual inflation factor.

1st Year (10 months)

	<u>AIV (PFT)</u>	<u>AIV(PPT)</u>	<u>L/SI (PFT)</u>	<u>TOTAL</u>
Personal Services	51.5	27.0	23.4	101.9
Travel	5.0	2.5	-	7.5
Contractual	8.0	4.0	2.0	14.0
Commod. - ongoing	1.5	.8	1.5	3.8
Commod. - single time	2.0	2.0	1.5	5.5
Equipment - single time	1.5	1.5	14.5	17.5
				<u>150.2</u>

2nd Year (12 months + 6% annual inflation)

Personal Services	67.3	34.1	29.8	131.2
Travel	6.4	3.2	-	9.6
Contractual	9.1	4.3	2.1	15.5
Commodities	1.9	1.0	1.9	4.8
Equipment	-	-	-	-
				<u>161.1</u>

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: House Bill 17 Date on Bill: _____
 Title: "An Act relating to age limits under Title 4. Alcoholic Beverages "
 Sponsor: _____
 Requestor: House Judiciary Committee

1. Estimated fiscal impacts on:

a. Expenditures:

(Thousands of Dollars)

			FY 83	FY 84	FY 85	FY 86		
Capital								
Operating								
Total			-0-	-0-	-0-	-0-		

b. Revenues:

Revenue			-0-	-0-	-0-	-0-		
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2. Source of funds to offset fiscal impact of bill:

3. Assumptions:

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It does not represent the policy of the Sheffield Administration or the final estimate of fiscal impact.

Prepared By: George E. Mundell, Acting Coordinator *AAA* Phone: 586-6201
 Division: Office of Alcoholism/Drug Abuse Date: 2/23/83

Approved by Commissioner: Robert Gordon Smith, Ph.D. Date: 2/25/83
 Department: H&SS

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor

POSITION PAPER

HOUSE BILL 17

"An Act relating to age limits under Title 4, Alcoholic Beverages."

The main thrust of House Bill No. 17 is to restore the legal minimum age for drinking alcoholic beverages in Alaska from 19 to age 21.

Background

Passage in 1971 of the 26th Amendment to the United State Constitution not only allowed 18 year olds to vote but this action assisted in extending certain other privileges to this age group including reducing the minimum legal drinking age. With Alaska acting first, the Legislatures in 27 states lowered their minimum drinking age for all alcoholic beverages, and another 11 states lowered the drinking age for beer and/or wine. However, beginning in 1976 a reversal of this trend began to occur when Minnesota raised its minimum drinking age and since then 18 additional states have done likewise.

Discussion

Proponents for restoring the minimum drinking age to 21 advance a two-fold argument for this position that includes: (1) a reduction in the affected age group's driving accidents and resultant property damage, personal injury, and death, and (2) less alcohol available to the age group immediately younger than the legal minimum drinking age.

Traffic Accidents

The December, 1982, Interim Report to the Nation by the Presidential Commission on Drunk Driving after reviewing available evidence and studies concluded:

"There is a direct correlation between the minimum drinking age and alcohol-related crashes among the age groups affected. Studies have shown that raising the legal drinking age produced an average annual reduction of 28 percent in nighttime fatal crashes involving 18-21 year old drivers. In order to reduce the death rate of American Youth, the minimum legal drinking age for all alcoholic beverages should be raised to 21."

According to information from the Highway Safety Planning Agency, Department of Public Safety the Alaska experience is similar to national statistics. For the years 1979, 1980, and 1981 the 0-20 age group represents only 2.9% of the licensed drivers in Alaska yet this same age group accounted for 23% of all fatal alcohol related accidents and 25% of all alcohol related fatalities.

Pass Down Affect

Youth age 17 and under accounted for 55.5% of all liquor law violations in Alaska in 1981. Evidence indicates many of these youth obtain alcohol

from friends who are of legal age. A recent study of under age youth noted that 60% of boys and 66% of girls get their drinks from friends. Thus, it appears that when the legal age is 19 alcohol is more accessible to youth ages 18 and less. Parents and teachers groups are particularly cognizant of this situation.

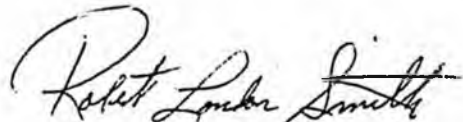
Administration Position

From a public health and public safety perspective the administration is convinced by the evidence presented in studies and the experience in other states, that restoring the minimum legal drinking age to 21 can be an effective strategy in preventing alcohol problems among younger Alaskans. However the administration is concerned that a rapid departure from the current legal age of 19 may initiate serious law enforcement and legal actions that would detract from some of the beneficial aspects of this bill. Accordingly the administration is supportive of this bill if it provides for a phased in effective date and recommends consideration be given to the following schedule:

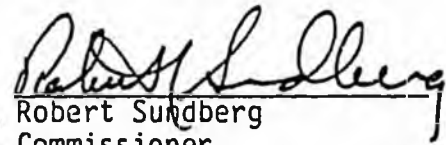
- 1. attain age 19 prior to July 1, 1983
- 2. attain age 20 prior to July 1, 1984
- 3. attain age 21 prior to July 1, 1985

Under this schedule no existing aged persons would lose their current legal drinking privileges and full implementation of the intent of this bill would be accomplished by July 1, 1985.

Approved by:


 Robert London Smith, Ph.D.
 Commissioner
 Dept. of Health &
 Social Services

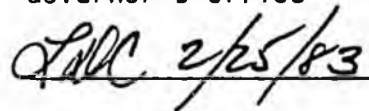
Date:


 2/25/83
 Robert Sundberg
 Commissioner
 Dept. of Public Safety

Date:

 Emil Notti
 Special Assistant
 Governor's Office

Date:


 2/25/83

RECEIVED

THE LEGISLATURE OF THE STATE OF ALASKA
THIRTEENTH LEGISLATURE

FEB 3 1983

FISCAL NOTE

LEGISLATIVE FINANCE

I. REQUEST

Bill/Resolution No. HB 17
Title "An Act relating to age limits under Title IV, Alcoholic Beverages."
Requested by House Judiciary Committee Date 1/26/83

II. FISCAL DETAIL

Agency Affected Department of Law
Program Category Affected Administration of Justice
BRU, Program, Or Subprogram(s) Affected Prosecution
(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 83	FY 84	FY 85	FY 86	FY 87	FY 88
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		150.2	161.1	170.8		

FUNDING (Thousands of Dollars)

GENERAL FUND		150.2	161.1	170.8		
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

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

This bill raises the age at which a person is legally allowed to consume alcoholic beverages from 19 to 21. It does not change the current penalty provisions under Title 4; most violations of Title 4 are class A misdemeanors. It is anticipated that passage of the bill would result in 250 to 300 additional ~~criminal~~ prosecutions per year statewide, especially during the first 1 or 2 years after passage. Those persons now aged 19 and 20 are used to being able to legally consume alcoholic beverages, it is expected that many would resist efforts to enforce a law which takes away this privilege.

Prosecution of consumers of alcoholic beverages under 21 years of age would be for relatively minor violations; however, the total anticipated number of such violations represents an appreciable increase in overall prosecutor workload.

IV. DATE February 1, 1983 PREPARED BY Richard L. Pegues, Dir. Adm. Svcs.
AGENCY Department of Law
PHONE 465-3672

Original: Legislative Finance
cc: Budget and Management
Prime Sponsor (First Legislator Named)

33-001 (Rev. 12/82)

OMB Reviewed by: Guy Bell

Fiscal Analysis

HB 17

Page 2

Additionally, it is anticipated that 50 to 100 prosecutions of the more serious offence of furnishing alcohol to a minor will also occur. These offences, committed by bars, liquor stores, bootleggers, and older friends, will require vigorous prosecution by the state if the change in the drinking age is to succeed. Consequently, prosecutor resources must be increased to handle the increased workload that will result from enactment of this bill.

ce

H. J. L.

THE LEGISLATURE OF THE STATE OF ALASKA
THIRTEENTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. HB 17
Title An act relating to age limits under Title 4. Alcoholic Beverages
Requested by Martin Date 1/17/83

II. FISCAL DETAIL

Agency Affected Division of Insurance
Program Category Affected Public Protection
BRU, Program, Or Subprogram(s) Affected Division of Insurance
(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 83	FY 84	FY 85	FY 86	FY 87	FY 88
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		0	0	0		

FUNDING (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

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

RECEIVED

FEB 3 1983

LEGISLATIVE FINANCE

IV. DATE January 25, 1983

PREPARED BY Kenneth C. Moore, Div of Insurance
AGENCY Commerce & Economic Development
PHONE 465-2515

Original: Legislative Finance
cc: Budget and Management
Prime Sponsor (First Legislator Named)

33-001 (Rev.)

OMB Reviewed by: Guy Bell

Kenneth C. Moore
g v

THE LEGISLATURE OF THE STATE OF ALASKA
THIRTEENTH LEGISLATURE

121

FISCAL NOTE

Expenditure Type
 Revenue Type

I. REQUEST

Bill/Resolution No. HB 17
Title Age Limits/Alcoholic Beverages
Requested by _____ Date _____

II. FISCAL DETAIL

Agency Affected Department of Public Safety
Program Category Affected Administration of Justice
BRU, Program, Or Subprogram(s) Affected A.S.T.
(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 83	FY 84	FY 85	FY 86	FY 87	FY 88
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		-0-	-0-	-0-		

FUNDING (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
FULL TIME						
PART TIME						
TEMPORARY						

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

No fiscal impact is anticipated.

IV. DATE January 19, 1983 PREPARED BY Francis C. Allan Phone 269-5691
DIVISION State Troopers Initials WCH
Original: Legislative Finance DEPARTMENT OF PUBLIC SAFETY Initials WCH
cc: Budget and Management
Prime Sponsor (First Legislator Named)
33-001 (Rev. 12/82)
F.C.A.

STATE OF ALASKA

DEPARTMENT OF LAW

CRIMINAL DIVISION

BILL SHEFFIELD, GOVERNOR

POUCH KC - STATE CAPITOL
JUNEAU, ALASKA 99811
PHONE: (907) 465-3428

March 2, 1983

The Honorable Al Adams
Chairman, House Finance Committee
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Re: Amendments to CSHB 17 (Jud.)

Dear Representative Adams:

As requested during the meeting of the House Finance Committee on February 28th, I am forwarding suggested changes to the language of CSHB 17 (Jud.). These changes are intended to address the concerns raised by your committee, particularly with respect to the problem posed by those who are allowed to consume alcoholic beverages under the present law.

Initially, we would recommend that the title of the bill be amended to read: "An act relating to age limits under Title 4, Alcoholic Beverages; and providing for an effective date." I suggest that section 4 of the current version of the bill be amended to read:

Sec. 04.16.049. ACCESS OF PERSONS UNDER THE AGE OF 21 [19] TO LICENSED PREMISES. (a) A person under the age of 21 [19] years may not knowingly enter or remain in premises licensed under AS 04.06.010 -- 04.21.080 unless

(1) accompanied by a parent, guardian or spouse who has attained the age of 21 [19] years; or

(2) the person is at least 16 years of age, and [ACCOMPANIED BY A PERSON OVER THE AGE OF 19 YEARS AND WITH THE CONSENT OF THE PERSON'S PARENT OR GUARDIAN IF] the premises are designated by the board as a restaurant for the purposes of this section, and the person enters and remains [PERSONS ENTER AND REMAIN] only for dining.

(b) Notwithstanding (a) of this section, a licensee or an [, HIS] agent[,] or employee of the licensee may refuse entry to a person under the age of 21 [19] years to that part of licensed premises in which alcoholic beverages are sold, served, or consumed, may refuse service to a person under the age of 21 [19] years, or may require a person under the age of 21 [19] years to leave the portion of the licensed premises in which alcoholic beverages are sold, served, or consumed.

(c) Notwithstanding any other provision in this section, a person between 16 and 21 [19] years of age may enter and remain within the licensed premises of a hotel, restaurant, or eating place in the course of [HIS] employment if (1) the employment does not involve the serving, mixing, delivering, or dispensing of alcoholic beverages; (2) the person has the written consent of a parent or guardian; and (3) an exemption from the prohibition of AS 23.10.355 is granted by the Department of Labor. The board, with the approval of the governing body having jurisdiction and at the licensee's request, shall designate which premises are hotels, restaurants or eating places for the purposes of this subsection.

(d) Notwithstanding any other provision in this section, any person born on or before June 30, 1964, may be employed on a licensed premises, may enter and remain within those premises for the purpose of employment, and may, in the course of employment, mix, serve, deliver or dispense alcoholic beverages.

Section 8 of the bill should be deleted, as the content of that section has been included in proposed AS 04.16.-049(d), above. Section 9 should be renumbered section 8, and a new section 9 should be included as follows:

AS 04.16 is amended by adding a new section to read:

Sec. 04.16.065. EXCEPTION FOR THOSE 19 YEARS OF AGE OR OLDER AS OF JULY 1, 1983. Notwithstanding any other provision of this title regarding age limitations, any person born on or before June 30, 1964, may be present upon licensed premises and may possess, consume, receive or purchase alcoholic beverages as otherwise allowed under this title, and a person may

serve, deliver, dispense, furnish or sell alcoholic beverages to a person born on or before June 30, 1964, as otherwise allowed under this title.

In section 15, page 6, line 14, the reference to "AS 04.16.055" should be changed to "AS 04.16.049(d)". A new section 16 should be added to read: "This act takes effect July 1, 1983."

I believe that the suggested language addresses the concerns voiced by committee members and witnesses during Monday's hearing.

Subsection (a)(2) of proposed AS 04.16.049 allows a person 16 years of age or older to enter a restaurant despite the fact that alcoholic beverages may also be sold in the restaurant. Subsection (d) of that section allows a person who has reached the age of 19 as of the effective date of the act (July 1, 1983) to be employed on licensed premises and to sell and serve drinks there. If the committee decides to restrict employment on licensed premises to persons 21 years of age or older, this may be done by merely deleting subsection (d).

You also requested that we include in this letter alternative language that would permit persons that are 19 years of age or older to continue to be allowed to be fully employed on a licensed premise. This could be accomplished by leaving the upper age at 19 in proposed AS 04.16.049(c) and changing subsection (d) to read as follows:

(d) Notwithstanding any other provision in this section, a person 19 years of age or older may be employed on a licenses premises, may enter and remain within those premises for the purpose of employment, and may, in the course of employment, mix, serve, deliver or dispense alcoholic beverages.

It should be noted that if AS 04.16.049(c) is amended to raise the upper age to 21, as currently proposed in the Judiciary Committee Substitute, AS 23.10.355, which is cross-referenced in that section, should also be amended to conform to this change. This would require the addition of a new section to the bill.

AS 04.16.065 would allow persons who have reached the age of 19 as of the effective date of the act to continue to lawfully possess, consume, or purchase alcoholic beverages. This section would also permit others to furnish alcoholic beverages to these persons in compliance, of course, with any other restrictions contained in title 4. Proposed section 16

establishes a specific effective date which is consistent with the date used to designate those persons who may continue to enjoy the privilege to consume alcoholic beverages granted to them under current law. We should point out that under article II, section 18 of the Alaska Constitution a two-thirds vote of the membership of each house is required to pass an effective date which differs from the standard effective date of 90 days after enactment.

If your committee decides to include proposed AS 04.-16.065, we recommend a letter of intent accompany the bill setting forth the rationale for adopting the provision.

Representative Ward also requested that we review the question raised by a person under 21 being the holder of a liquor license. As far as we have been able to determine, the licensing sections of present title 4 do not place any restrictions upon the age of a person applying for a liquor license. The committee may wish to consider adding such restrictions if appropriate, but there do not appear to be any provisions in the current law which would require amendment in this bill. The problem mentioned during Monday's hearing with respect to an underage holder of a license being present on the premises would seem to be addressed by either of the alternatives discussed previously with respect to the employment of persons on licensed premises.

Your staff also asked that we indicate whether the fiscal note we previously submitted for this bill would be altered by the adoption of a provision similar to proposed AS 04.16.065. A phased-in approach whereby those who are already 19 on the effective date of the bill would continue to be allowed to possess and consume alcoholic beverages would somewhat reduce the enforcement impact of the bill, particularly in the first two years. Consequently, we would submit a revised fiscal note reflecting slightly reduced costs. I should note, however, that there seemed to be a feeling among the committee that this bill represented a significant change in the law that should be accompanied by fairly widespread notice to the public. We, of course, will be pleased to assume responsibility for that task, but I should mention that it will require some additional funding. I anticipate that this funding would essentially offset the savings included in the fiscal note for the first year that would be caused through the adoption of proposed AS 04.16.065.

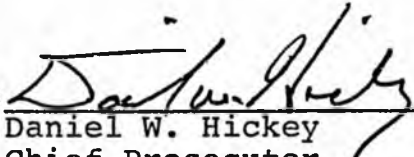
In any event, to the extent that funding permits and it is clear that the legislature feels that it would be a good idea to publish a general explanation of the effect of this bill, the Department of Law will assume responsibility for doing so. This explanation would be similar to that recently

published in newspapers throughout the state regarding the new drug law.

I hope that we have adequately addressed all of the concerns raised at the hearing on Monday. If we have overlooked something or you have additional questions, please let me know.

Sincerely yours,

NORMAN C. GORSUCH
ATTORNEY GENERAL

By: 
Daniel W. Hickey
Chief Prosecutor

DWH:GAH:lb

cc: Arthur H. Peterson
Assistant Attorney General

DUNCAN

AMENDMENT #1

Page 1 line 27 thru page 2 line 27.

Delete present language and add the following:

Sec. 04.16.049. ACCESS OF PERSONS UNDER THE AGE OF 21 [19] TO LICENSED PREMISES. (a) A person under the age of 21 [19] years may not knowingly enter or remain in premises licensed under AS 04.06.010 -- 04.21.080 unless

(1) accompanied by a parent, guardian or spouse who has attained the age of 21 [19] years; or

(2) the person is at least 16 years of age, and [ACCOMPANIED BY A PERSON OVER THE AGE OF 19 YEARS AND WITH THE CONSENT OF THE PERSON'S PARENT OR GUARDIAN IF] the premises are designated by the board as a restaurant for the purposes of this section, and the person enters and remains [PERSONS ENTER AND REMAIN] only for dining.

(b) Notwithstanding (a) of this section, a licensee or an [, HIS] agent[,] or employee of the licensee may refuse entry to a person under the age of 21 [19] years to that part of licensed premises in which alcoholic beverages are sold, served, or consumed, may refuse service to a person under the age of 21 [19] years, or may require a person under the age of 21 [19] years to leave the portion of the licensed premises in which alcoholic beverages are sold, served, or consumed.

(c) Notwithstanding any other provision in this section, a person between 16 and 21 [19] years of age may enter and remain within the licensed premises of a hotel, restaurant, or eating place in the course of [HIS] employment if (1) the employment does not involve the serving, mixing, delivering, or dispensing of alcoholic beverages; (2) the person has the written consent of a parent or guardian; and (3) an exemption from the prohibition of AS 23.10.355 is granted by the Department of Labor. The board, with the approval of the governing body having jurisdiction and at the licensee's request, shall designate which premises are hotels, restaurants or eating places for the purposes of this subsection.

AMENDMENT #2

Page 2 line 28 add new subsection (d):

Notwithstanding any other provision in this section, a person 19 years of age or older may be employed within the licensed premises of a hotel, restaurant or eating place, may enter and remain within those premises for the purpose of employment, and may in the course of employment, mix, serve, deliver or dispense alcoholic beverages.

Delete present section 8 and renumber sections accordingly.

AMENDMENT # 3

Page 3 add new section 9 to read:

AS 04.16 is amended by adding a new section to read:

Sec. 04.16.065: EXCEPTION FOR THOSE 19 YEARS OF AGE OR OLDER AS OF JULY 1, 1983. Notwithstanding any other provision of this title regarding age limitations, any person born on or before June 30, 1964, may be present upon licensed premises and may possess, consume, receive or purchase alcoholic beverages as otherwise allowed under this title, and a person may serve, deliver, dispense, furnish or sell alcoholic beverages to a person born on or before June 30, 1964, as otherwise allowed under this title.

Hurlbert

Adm. No. 1001

ALASKA STATUTES (3)

For an Act entitled: "An Act authorizing an advisory vote by the qualified voters of the state on raising the age of majority to 21 for the purposes of regulation of alcoholic beverages; and providing for an effective date."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

* Section 1. The lieutenant governor shall place before the qualified voters of the state at the next general election a question advisory to the legislature as to whether the legislature should enact laws that would raise the age of majority from age 19 to 21 years for the purpose of regulation of the sale, consumption, possession, furnishing, barter, purchase, gift, and delivery of alcoholic beverages. The question shall appear on the ballot in the following form:

Q U E S T I O N

Shall the Legislature of the State of Alaska enact laws raising the minimum legal age for the sale, consumption, possession, furnishing, barter, purchase, gift, and delivery of alcoholic beverages from age 19 to 21 years?

No, leave at age 19 [] Yes, raise to age 21 []

* Sec. 2. This Act takes effect immediately in accordance with AS 01.10.-070(c).

Alaska State Legislature
House of Representatives

WHILE IN SESSION
Pouch V
State Capitol
Juneau, Alaska 99811
(907) 465-3706

OUT OF SESSION
P.O. Box 333
Kotzebue, Alaska 99752
(907) 442-3320
1024 W. 6th
Anchorage, Alaska 99501
(907) 274-0615



Official Business

Al Adams
Chairman
Committee on Finance

March 9, 1983

MEMORANDUM

TO: House Finance Committee Members

FROM: Al Adams, Chair
House Finance Committee *AA*

SUBJ: Proposed CS HB 17 (Finance)

The enclosed packet contains a work draft of a proposed CS HB 17 (Finance). It also contains a draft of a proposed letter of intent to accompany the bill and a new fiscal note from the Department of Law for the proposed CS.

The major changes made in the CS are:

1. 19 and 20 year olds are allowed to work in places that serve alcoholic beverages. (See page 3, line 6.)
2. Individuals who become 19 on or before the effective date of the Act can continue to legally consume alcoholic beverages.
3. An advisory vote on whether or not to leave the drinking age at 21 or lower it to 19 would appear on the next statewide election ballot. This will be after the drinking age is raised to 21.
4. The effective date is changed to January 1, 1984.

The proposed letter of intent speaks to the first two major changes described above. The purpose of the letter is to clearly delineate legislative intent with respect to these sections in the event that future litigation would attempt to interpret the wishes of the legislature.

The revised fiscal note reflects the changes made by the CS. A lower amount is requested for FY 84 due to the changed effective date.

Original sponsors: Martin, M.W. Miller,
M.M. Miller, et al

1 IN THE HOUSE

BY THE FINANCE COMMITTEE

2 CS FOR HOUSE BILL NO. 17 (Finance)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 THIRTEENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act authorizing an advisory vote on the drinking
7 age; raising the drinking age to 21; allowing employ-
8 ment of certain minors in licensed premises; amending
9 other provisions of law relating to the drinking age;
10 providing an exemption for certain persons 19 years
11 of age; and providing for an effective date."

12 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

13 * Section 1. AS 04.11.090(f) is amended to read:

14 (f) The area designated as the licensed premises under a bever-
15 age dispensary license issued to a bowling alley may include the
16 concourse or lane areas of the bowling alley. Notwithstanding AS 04.-
17 16.049, the board may, upon application, authorize access by persons
18 under 21 [19] years of age to the concourse or lane areas designated
19 part of the bowling alley's licensed premises during hours when no
20 alcoholic beverages are being sold, served, or consumed.

21 * Sec. 2. AS 04.11.110(g) is amended to read:

22 (g) Notwithstanding AS 04.16.049, the board may authorize access
23 by persons under 21 [19] years of age to a club's licensed premises
24 during hours when no alcoholic beverages are sold, served, or con-
25 sumed.

26 * Sec. 3. AS 04.11.460(c) is amended to read:

27 (c) For the purposes of this section, "permanent resident" means
28 a person 21 [19] years of age or older who has established a permanen
29 place of abode.

1 * Sec. 4. AS 04.16.049(a) is repealed and reenacted to read:

2 (a) A person under the age of 21 years may not knowingly enter
3 or remain in premises licensed under this title unless

4 (1) accompanied by a parent, guardian or spouse who has
5 attained the age of 21 years;

6 (2) the person is at least 16 years of age, the premises
7 are designated by the board as a restaurant for the purposes of this
8 section, and the person enters and remains only for dining; or

9 (3) the person is under the age of 16 years, is accompanied
10 by a person over the age of 21 years, the parent or guardian of the
11 underaged person consents, the premises are designated by the board as
12 a restaurant for the purposes of this section, and the person enters
13 and remains only for dining.

14 * Sec. 5. AS 04.16.049(b) is amended to read:

15 (b) Notwithstanding (a) of this section, a licensee or an [
16 HIS] agent [,] or employee of the licensee may refuse entry to a
17 person under the age of 21 [19] years to that part of licensed prem-
18 ises in which alcoholic beverages are sold, served, or consumed, may
19 refuse service to a person under the age of 21 [19] years, or may
20 require a person under the age of 21 [19] years to leave the portion
21 of the licensed premises in which alcoholic beverages are sold, serv-
22 ed, or consumed.

23 * Sec. 6. AS 04.16.049(c) is amended to read:

24 (c) Notwithstanding any other provision in this section, a
25 person between 16 and 19 years of age may enter and remain within the
26 licensed premises of a hotel, restaurant, or eating place in the
27 course of [HIS] employment if (1) the employment does not involve the
28 serving, mixing, delivering, or dispensing of alcoholic beverages; (2)
29 the person has the written consent of a parent or guardian; and (3)

1 AS 04.16.049;

2 (3) allow a person under the age of 21 [19] years to con-
3 sume an alcoholic beverage within licensed premises;

4 (4) allow a person under the age of 21 [19] years to sell
5 or serve alcoholic beverages except as provided in AS 04.16.049(d).

6 * Sec. 11. AS 04.16.060 is amended to read:

7 Sec. 04.16.060. PURCHASE BY PERSONS UNDER THE AGE OF 21 [19].

8 (a) A person under the age of 21 [19] years may not purchase alco-
9 holic beverages or solicit another to purchase alcoholic beverages for
0 the person under the age of 21 [ON HIS BEHALF].

1 (b) A person may not influence the sale, gift, or service of an
2 alcoholic beverage to a person under the age of 21 [19] years, by
3 misrepresenting the age of that person.

4 (c) A person may not order or receive an alcoholic beverage from
5 a licensee, an [HIS] agent or [,] employee of the licensee, or another
6 person, for the purpose of selling, giving, or serving it to a person
7 under the age of 21 [19] years.

8 (d) A person under the age of 21 [19] years may not enter li-
9 censed premises where alcoholic beverages are sold and offer or pre-
0 sent to a licensee or an [, HIS] agent [,] or employee of the licensee
1 a birth certificate or other written evidence of age, that [WHICH] is
2 fraudulent or false or that [WHICH] is not actually the person's [HIS]
3 own, or otherwise misrepresent the person's [HIS] age, for the purpose
4 of inducing the licensee or an [, HIS] agent [,] or employee of the
5 licensee to sell, give, serve, or furnish alcoholic beverages contrary
6 to law.

7 (e) A person [WHO HAS ATTAINED THE AGE OF 19 YEARS ACCOMPANYING
8 A PERSON] under the age of 21 [19] who is seeking to enter and remain
9 in a licensed premises under AS 04.16.049(a)(2) or (3) may not

misrepresent the person's age or having obtained the consent of the parent or guardian required by that section [OF THE PERSON UNDER THE AGE OF 19 YEARS].

* Sec. 12. AS 04.16.200(b)(2) is amended to read:

(2) the sale or offer for sale was made to a person under 21 [19] years of age; or

* Sec. 13. AS 04.16.200(c) is amended to read:

(c) It is an affirmative defense to a prosecution under (a) of this section that no profit was involved in the solicitation or receipt of an order for the delivery of an alcoholic beverage. However, the affirmative defense created under this subsection is not available in a prosecution of a person charged with selling or offering for sale alcoholic beverages to a person under 21 [19] years of age.

* Sec. 14. AS 04.21.020(1) is amended to read:

(1) the alcoholic beverages are provided to a person under the age of 21 [19] years in violation of AS 04.16.051, unless the licensee, agent, or employee secures in good faith from the person a signed statement, liquor identification card, or drivers' license meeting the requirements of AS 04.21.050(a) and 04.21.050(b), that [WHICH] indicates that the person is 21 [19] years of age or older; or

* Sec. 15. AS 04.21.050(a) is amended to read:

(a) If a licensee [,] or an agent or employee of the licensee questions or has reason to question whether a person entering [A] licensed premises, or ordering, purchasing, attempting to purchase, or otherwise procuring or attempting to procure alcoholic beverages, has attained the age of 21 [19] years or is entering without consent in violation of AS 04.16.049(a)(3) and has not attained the age of 16 years, that licensee, agent, or employee shall require the person to furnish proof of age acceptable under (b) of this section or proof of

1 consent in a form determined by the board. If the person questioned
2 does not furnish proof of age acceptable under (b) of this section, or
3 if a licensee, agent, or employee questions or has reason to question
4 the validity of the proof of age furnished, the licensee, employee, or
5 agent shall require the person to sign a statement that the person
6 [HE] is over the age of 21 or 16 [19] years as appropriate. This
7 statement shall be made on a form prepared by and furnished to the
8 licensee by the board.

9 * Sec. 16. AS 04.21.050(c) is amended to read:

10 (c) A licensee, or an agent or employee of the licensee, may not
11 be charged for a violation of AS 04.16.051 - 04.16.052 if a signed
12 statement as provided in (a) of this section is secured in good faith,
13 or a valid driver's license or identification card is presented indi-
14 cating that the owner and possessor of the presented driver's license
15 or identification card is 21 or 16 [19] years of age or over as appro-
16 priate.

17 * Sec. 17. AS 23.10.355 is amended to read:

18 Sec. 23.10.355. PERSONS UNDER 21 [19]. No person under 21 [19]
19 may be employed or allowed to sell or serve alcoholic beverages or to
20 work [IN ANY ROOM OR OTHER PLACE WHERE ALCOHOLIC BEVERAGES ARE SOLD
21 FOR CONSUMPTION] on licensed [THE] premises, except as provided in
22 AS 04.16.049.

23 * Sec. 18. EXCEPTION FOR THOSE 19 YEARS OF AGE OR OLDER AS OF
24 JANUARY 1, 1984. Notwithstanding any other provision of this title regard-
25 ing age limitations, any person born on or before December 31, 1964 may be
26 present upon licensed premises and may possess, consume, receive or pur-
27 chase alcoholic beverages as otherwise allowed under this title, and a
28 person may serve, deliver, dispense, furnish or sell alcoholic beverages to
29 a person born on or before December 31, 1964 as otherwise allowed under

1 this title.

2 * Sec. 19. The lieutenant governor shall place before the qualified
3 voters of the state at the next statewide election a question advisory to
4 the legislature as to whether the legislature should maintain the age of
5 majority at 21 years of age or enact laws that would lower the age of
6 majority to 19 years of age for the purpose of regulation of the sale,
7 consumption, possession, furnishing, barter, purchase, gift and delivery of
8 alcoholic beverages. The question shall appear on the ballot in the fol-
9 lowing form:

10 Q U E S T I O N

11 Shall the drinking age be at age 19 or age 21?

12 Leave at age 21 []

Lower to age 19 []

13 * Sec. 20. This Act takes effect January 1, 1984.
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Proposed House Finance Committee

LETTER OF INTENT ON CSHB 17

The House Finance Committee has considered CSHB 17, and has made certain amendments to the bill. CSHB 17 raises the age at which a person may legally consume alcoholic beverages from 19 to 21. Section 7 of the bill adds a new subsection (d) to AS 04.16.049. The new subsection allows 19 and 20 year olds to be employed in hotels and restaurants and to serve alcoholic beverages, despite the fact that they may not legally consume these beverages. Subsection (d) would not allow these 19 and 20 year old employees to mix alcoholic beverages. Thus, while they may serve alcoholic beverages and dispense beer and wine, employment as a bartender serving mixed drinks is prohibited. Subsection (d) has been added because the committee is aware that 19 or 20 year olds are often employed in hotels and restaurants on a part time or seasonal basis, especially while attending school. These establishments represent a major source of income for young people in this age range, and the committee does not intend to prevent this employment.

Section 18 of CSHB 17 adds a temporary law which allows persons who reach the age of 19 on or before January 1, 1984 to continue to legally consume alcoholic beverages. This allows those persons who are now 19 and 20, and who can now legally consume alcoholic beverages, to continue to do so. The bill thus does not take away the privilege to drink from those to whom it has already been granted as of the effective date of the bill. The bill raises the drinking age from 19 to 21 for all persons born after December 31, 1964; these persons have not yet been granted the privilege to legally consume alcoholic beverages.

The committee recognizes that AS 04.16.065 will allow some 19 and 20 year old persons to legally consume alcoholic beverages, while others who are only slightly younger may not. After careful thought and discussion the committee concluded that this distinction is a reasonable one which does not unfairly discriminate against persons born after December 31, 1964. The committee is convinced that the statistics on alcohol related traffic fatalities, criminal offenses and alcoholism among the youth in this state and the nation dictate that the drinking age be raised from 19 to 21. This is a sound public policy decision which will have long term future benefits for the citizens of the state.

The committee is also cognizant, however, of the problems of effectively and fairly enforcing the new age limitation upon those persons who are now 19 and 20 years of age, and who have been legally consuming alcoholic beverages. Some of these persons can be expected to resist the withdrawal of a privilege which they are already enjoying, as contrasted to the postponement of a privilege which younger persons have not yet received. Thus, a decision was made to choose an easily determinable date, January 1, 1984, and to allow all those who have reached 19 years of age by that date to continue to legally consume alcoholic beverages. The higher drinking age will apply to all persons who reach the age of 19 on or after that date.

The committee recognizes that, to a certain extent, any lines which it draws as to age limits will be arbitrary. The drinking age could have been set at 20½ or 22, for example. But the arbitrary lumping of all 19 or 20 year olds into one category, without considering whether or not some individuals had previously been accorded the privilege to consume alcoholic beverages, is a less defensible classification than one which draws a distinction between two classes of persons: those who have previously been able to drink and those who have not.

DATE: March 8, 1983

Representative Al Adams, Chairman

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: CSEB 17 (Finance) Date on Bill: 3/8/83
 Title: An Act relating to age limits under Title 4, Alcoholic Beverages; and estab. an eff. dat
 Sponsor: Martin, M.W. Miller, M.M. Miller, et. al.
 Requestor: House Finance Committee

1. Estimated fiscal impacts on:

a. Expenditures:

(Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86
Capital				
Operating		67.1	118.5	170.2
Total		67.1	118.5	170.2

b. Revenues:

Revenue				
---------	--	--	--	--

2. Source of funds to offset fiscal impact of bill:

No information provided.

3. Assumptions: This bill raises the age at which a person is legally allowed to consume alcoholic beverages from 19 to 21. It does not change the current penalty provisions under Title 4; most violations of Title 4 are class A misdemeanors. It is anticipated that passage of the bill would result in approximately 150-200 additional criminal prosecutions per year statewide during the first 2 years after passage. During this period, persons who are 19 years of age or older on the effective date of the bill will continue to be permitted to possess and consume alcoholic beverages.

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It therefore does not represent the final estimate of fiscal impact.

Prepared By: *Richard I. Peques* Phone: 465-3672
 Division: Administrative Services Date: 3/8/83

Approved by Commissioner: *Norman C. Gotsuch* Date: _____
 Department: Department of Law

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

2/15/83

Prosecution of consumers of alcoholic beverages under 21 years of age would be for relatively minor violations; however, the total anticipated number of such violations represents an appreciable increase in overall prosecutor workload. The number of prosecutions can be expected to steadily increase to approximately 300-400 additional prosecutions per year after the second year. This steady increase will be due to the "grandfather clause" in proposed AS 04.16.065, which ceases to have effect after January 1, 1986.

Additionally, it is anticipated that 50 to 100 prosecutions of the more serious offense of furnishing alcohol to a minor will also occur. These offenses, committed by bars, liquor stores, bootleggers, and older friends, will require vigorous prosecution by the state if the change in the drinking age is to make a meaningful change in the drinking patterns of young persons. Consequently, prosecutor resources must be increased to handle the increased workload that will result from enactment of this bill.

The impact of HB 17 is expected to result in the addition of 1.5 prosecutors by FY 1986, at the Attorney IV level (R 24A) and in Legal Secretary I (R 10B), statewide. For purposes of the analysis, salary schedule A has been used. Actual placement and number of positions can only be determined after the legislature has acted and we know what bills have been approved, and once we know what fiscal notes have also been approved.

The first year of this analysis is for FY 84 and costs have been calculated on a 5 month basis to account for the time required to establish new positions and the time it takes to get a new program underway. The costs beyond FY 84 are on a 12 month basis and include a 6% annual inflation factor.

1st Year (5 months)

	<u>AIV (PFT)</u>	<u>AIV (PPT)</u>	<u>L/SI (PFT)</u>	<u>TOTAL</u>
Personal Services	26.8	--	11.7	38.5
Travel	2.5	--	--	2.5
Contractual	4.0	--	1.0	5.0
Commod. - ongoing	0.8	--	0.8	1.6
Commod. - single time	2.0	--	1.5	3.5
Equipment - single time	1.5	--	14.5	16.0
				<u>67.1</u>

2nd Year (12 months + 6% annual inflation)

Personal Services	67.3	--	29.8	97.1
Travel	6.4	--	--	6.4
Contractual	9.1	--	2.1	11.2
Commodities	1.9	--	1.9	3.8
Equipment	--	--	--	--
				<u>118.5</u>

3rd Year (12 months + 6% annual inflation)

Personal Services	71.3	35.7	31.6	138.6
Travel	6.8	3.4	--	10.2
Contractual	9.6	4.6	2.2	16.4
Commodities	2.0	1.0	2.0	5.0
Equipment	--	--	--	--
				<u>170.2</u>

Alaska State Legislature

House of Representatives

Al Adams

Chairman

Committee on Finance

February 28, 1983

WHILE IN SESSION

Pouch V

State Capitol

Juneau, Alaska 99811

(907) 465-3706

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Anchorage, Alaska 99501

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Official Business

MEMORANDUM

TO: House Finance Committee Members

FROM: Al Adams, Chair *APA*
House Finance Committee

SUBJ: CS HB 17 (Judiciary)

Provisions

The bill changes all sections of the Alaska statutes regarding the age at which a person may drink alcoholic beverages. The age is changed from 19 to 21. Persons under 21 have access to drinking establishments for non-drinking purposes. An example would be that a minor can go to a bowling alley during hours when alcohol is not sold, served or consumed. Another example would be that a minor can go to a bar accompanied by a parent or guardian, or can go to a restaurant that serves alcohol with the consent of the parent or guardian. The restauranteur may require proof of consent in a form determined by the Alcoholic Beverage Control Board.

Additionally, the bill clarifies the law regarding employment of minors in licensed premises to provide that a minor may work at an establishment that sells alcohol, and may, in the course of employment, mix, serve, deliver, or dispense alcoholic drinks.

Penalties

Penalties for violation of the law regarding alcohol consumption by minors would remain the same as in existing law. Specifically, a minor is guilty of a Class A misdemeanor if he/she consumes alcohol and a person who gives alcohol to a minor is also guilty of a Class A misdemeanor. However, a person who gives alcohol to a minor in a dry community is guilty of a Class C felony.

If convicted of a Class A misdemeanor, a person can be fined up to \$1,000 and spend up to one year in jail. If convicted of a Class C felony, a person can be fined up to \$50,000 and spend up to five years in jail.

Fiscal Impact

The Department of Public Safety (DPS) anticipates no fiscal impact due to passage of this legislation. Any additional increase in arrests will be absorbed in the existing DPS budget.

The Department of Law anticipates an increase in prosecutor workload due to the factors outlined in their fiscal note. Hence, they have requested an additional appropriation of \$150,200 for FY 84 which represents the costs of one and a half attorney positions, one secretarial position, and accompanying costs to handle the increased activity necessary to properly enforce CS HB 17 (Judiciary).

MULTI-QUEST

Volume XI

May -June 1981

Prepared for

ALASKA COUNCIL ON ALCOHOLISM
AND DRUG ABUSE

DITTMAN RESEARCH CORPORATION
Alaska Bank of Commerce Building
3230 "C" Street
Anchorage, Alaska

Alaska Analysts / Dittman Research

FINDINGS

Over-all throughout Alaska, over half of all respondents (54%) feel the drinking age should remain at 19, while over one-third (37%) feel the age should be increased to 21, and six percent (6%) support lowering the minimum age to 18...

"Currently in Alaska, a person must be at least 19 years old to legally purchase and consume alcoholic beverages. Some people have said the drinking age should be raised to 21, others have said the drinking age should be lowered to 18, and still others have said the drinking age should remain at 19. What is your opinion?"

Increase to 21.....	37%
Lowered to 18.....	6%
Remain at 19.....	54%

...Support for raising the minimum age to 21 is highest in rural areas of Alaska (55%), Southcentral (50%) and Southeast (46%), while 56% of Anchorage respondents and 64% of Fairbanks respondents were in favor of retaining the current age requirements.

Age-wise, younger respondents (18-24) were most in favor of retaining the current age requirements (71%), while older respondents (56 and over) were most in favor of increasing the minimum age to 21 (47%).

Females were slightly more in favor of an increase than males (39% to 36% respectively), and local government employees were more in favor of an increase (39%) than federal, state or private sector employees (28-34%).

Home-makers (52%), professional "white-collar" employees (37%) and skilled "blue-collar" craftsmen were most in favor of an increase, and upper income respondents were also in favor of raising the drinking age (45%).

Thirty-nine percent (39%) of registered voters favored an increase compared to 29% of non-registered respondents, and among registered voters, Republicans (46%) and Democrats (42%) were more in favor than non-partisans (35%).

Findings...(con't)

Support for 1:00-2:00 am closing is highest among white-collar workers (39%), while blue-collar workers tend to favor "current times" (22%) or 4:00-5:00 am (21-25%).

And support for earlier closing times increases linearly as family income increases (from 47% of 0-\$20,000 to 65% of \$60,000 and over).

Democrats are more in favor of later hours (22% 4:00-5:00 am and 17% "same as current"), while Republicans are more in favor of earlier hours (15% between midnight - 1:00 am, 37% between 1:00-2:00 am).

Solutions to underage drinking focuses on parental responsibility (18%) and new, stiffer penalties (13%), however over one-fourth (26%) said they didn't know what could or should be done...

"What do you think should be done about under-age drinking in your community?"

Parental discipline.....	18%
Make new stricter, stiffer laws.....	13%
Enforce current laws.....	9%
Educational programs.....	9%
Punish sellers.....	7%
Nothing--they'll get it anyway.....	5%
Peer pressure, peer example.....	5%
Counseling.....	3%
Prohibition--make it inaccessible.....	2%
Community work projects as punishment....	1%
Not a problem.....	1%

...Rural respondents were the most undecided (30%), while Central Alaskan respondents supported a parental solution (27%). In Southcentral, approximately one-third (33%) didn't recommend a solution, while 15% said it was a parental-type problem and 12% supported stiffer penalties and restrictions. The Anchorage responses were similar to the other Southcentral communities, while Southeastern respondents were more in favor of educational programs (15%) as well as greater parental controls (21%), and stiffer penalties (18%).

Younger respondents (18-24 year-olds) recommended stiffer penalties (21%), "peer panels" (8%) made up of "judges" of other young people to assign penalties, and parental discipline (10%). As respondents became older,

Findings...(con't)

support for a parental-based solution increased (25% of 56 and over), and sentiment for punishment of suppliers also increased (12%).

Little major differences were noted based on age -- females were a little more undecided (30%) compared to males (22%).

Support for educational programs and "peer programs" were highest among white-collar workers (11% and 10% respectively), while blue-collar workers were most in favor of new restrictions-stiffer penalties (22%).

Parental discipline was the most common solution in all income groups with the exception of 0-\$20,000 which supported stronger penalties (17%) and enforcement of existing laws (13%).

Republicans and non-partisan respondents were most supportive of parental discipline (22% and 20% respectively), while Democrats were more in favor of "enforce existing laws" (11%), "punish sellers" (9%); and "can't do anything, they'll get it anyway" (9%).

In total, approximately nine out of ten Alaskans (87%) feel alcoholism is one of the most serious problems in Alaska...

"Do you think alcoholism is or is not one of the most serious problems in Alaska?"

Is.....	87%
Is not.....	11%

...with concern highest in rural areas (94%) and Southeast (93%).

Younger people (18-24) feel it is a greater problem (88%) than older people (81%), and women consider it more serious than men (92% to 81% respectively).

Home-makers, at 96%, are most concerned with the problem of alcoholism, and white-collar respondents also register strong concern (93%). On the other hand blue-collar workers are slightly less likely to consider alcoholism one of the most serious Alaskan problems (75-85%).

Findings...(con't)

In terms of annual family income, all income ranges considered alcoholism serious -- with upper income concern the greatest (94%).

Eighty-eight percent (88%) of registered voters considered alcoholism one of the most serious problems, and the concern was virtually identical for partisan and non-partisan voters -- 88% Democrats, 88% Republicans and 87% non-partisan.

Analytically speaking, the perception of alcohol as a serious problem in Alaska is wide-spread (87%), and there consequently is substantial state-wide support for earlier closing times for cocktail lounges and bars (54% 3:00 am or earlier). There is also substantial support to raise the minimum age to 21 years old (37%), however the majority (54%) prefer retaining the current minimum age of 19. Over-all, in recognition of the seriousness of the alcohol issue, there is considerable support for measures related to limiting the availability of alcohol (hours and age). This approach extends to recommended solutions to under-age drinking -- while 3% recommended counseling and 9% recommended educational programs; 18% recommended parental discipline, 14% recommended new, stiffer penalties; 9% recommended stronger enforcement of existing laws; and 7% specifically recommended punishment of sellers who provide alcohol to under-age people.

Findings...(con't)

Regarding closing times, state-wide, 20% felt bars, lounges and night clubs should remain open until 4:00-5:00 am and 17% felt the closing times should remain as they are at the present time -- which may also be 5:00 am depending on the community -- in total, 37% could support a 5:00 am closing. Over half (55%) feel the closing time should be before 3:00 am, with the bulk of that percentage (33%) favoring a 1:00-2:00 am closing...

"In your opinion, what should be the closing time for cocktail lounges and bars in your community?"

12-1:00 am.....	11%
1-2:00 am.....	33%
2-3:00 am.....	10%
3-4:00 am.....	2%
4-5:00 am.....	20%
5-6:00 am.....	--
Same as now.....	17%

...Geographically, rural areas are most in favor of their current closing time (42%), however 27% favor a 1:00-2:00 am close.

Support for 4:00-5:00 am close is greatest in the Fairbanks area at 34% (52% favor a pre-3:00 am close), while only 4% in Southeast favor the late close. Most of Southeastern respondents favor 1:00-2:00 am (36%) or "same as now" (29%). In the Mat Valley and Kenai Peninsula region, 17% support 4:00-5:00 am and an additional 12% support the current closing time. A total of 56% favor a closing at or before 2:00 am. In Anchorage, 4:00-5:00 am or "current time" closing is favored by 37%, while a total of 57% favor 3:00 am or earlier (primarily 1:00-2:00 am).

Age-wise, younger respondents favor later hours (34% 4:00-5:00am), while older respondents favor current closing times (21-23%) or 1:00-2:00 am (31-32%).

Females favor earlier closing hours (13% between 12:00-1:00 am; 36% between 1:00-2:00; and 12% between 2:00-3:00 am), on the other hand males tend to prefer the current times (22%). Male/Female sentiment regarding 4:00-5:00 am closing is nearly identical (19-20%).

MADD

MOTHERS AGAINST DRUNK DRIVERS ANCHORAGE, ALASKA CHAPTER

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SCOTT AND WESLEY GERRISH MEMORIAL



Scott 13, and his brother Wesley 10, were walking on a Saturday afternoon, on December 5, 1981 at about 4:30 P.M., when they were struck down by a vehicle driven by an alleged "Drunk under the influence of alcohol". The trial has been postponed again and more information as well as the outcome of the sentence will be issued after the trial.

Scott and Wesley's death was no accident. IT WAS A CRIME! A crime that is neglected by the system. That is why the Anchorage MADD chapter was formed.

MADD is an organization of victims, survivors and concerned citizens determined to reduce deaths and injuries resulting from driving under the influence. Mothers Against Drunk Drivers encompasses all types of people; young, old, male, female, mothers, fathers, sisters, brothers, and any citizen concerned with the problems of driving under the influence.

THE GOAL OF MADD IS: TO REDUCE FATALITIES AND INJURIES RESULTING FROM DRIVING UNDER THE INFLUENCE (DUI).

- THE OBJECTIVES OF MADD ARE:
- To Force Effective Reform Of The Drunk Driving Problem.
 - To Be The Voice Of The Victim.
 - To Increase Public Awareness To The Awareness Of The Seriousness Of Driving Under The Influence.
 - Teach Communities How They Can Become Involved In The Fight Against Drunk Drivers.
 - Establish Court Monitoring Programs In Each Community.

SOME CHANGES WE WANT IN ALASKA:

- Raise The Drinking Age To 21.
- Tougher Sentences And Fines.
- Work With Bartenders And Clerks In Not Serving The "Too Drunk To Drive" And "Too Young To Drink" People.
- Educate The Public On The Problems Of Drinking And Driving.

MEMBERSHIP: As a member, you will be entitled to any and all services MADD has to offer, including newsletters, current legislation and drunk driving information..

___ \$20 Individual ___ \$40 Family ___ \$150 or more Organization Affiliated

___ I would like to make a contribution of \$ ___ in support of your organization

___ I would like to volunteer my time, please call me.

___ I am a victim. ___ I am a concerned citizen.

NAME: _____ ADDRESS: _____

CITY, STATE AND ZIP: _____ PHONE: () _____

2/1/83
CB

M A D D

MOTHERS AGAINST DRUNK DRIVERS

ANCHORAGE, ALASKA CHAPTER SCOTT AND WESLEY GERRISH MEMORIAL

LISTED BELOW ARE SOME OF THE GOALS WE OF THE ALASKA
M.A.D.D. CHAPTER HOPE TO ATTAIN IN OUR STATE:

1. To ultimately reduce the number of deaths and injuries caused by alcohol related crashes.
2. To educate people on drinking and driving. The seriousness of drinking and driving and the social responsibility not to drive after consuming alcohol.
3. Get tougher sentences for drinking and driving by working with legislators, judges, D.A.'s and law enforcement agencies to force the effective reforms of this problem.
4. Make it mandatory anyone selling/serving alcohol take a course to recognize a person who is too young and/or too drunk to purchase alcohol, much less drive a vehicle. These servers/sellers would have to carry an identification card proving they have taken the course.
5. Enforce fines and arrests for bartenders and bar owners who serve a person until they fall off the bar stool or pass out. Educate people to call a taxi, friend (of the drunk driver), or even take car keys away to prevent a driver who is drunk from going out on the streets.
6. Assisting families of victims hurt by drunk drivers. Offering emotional support to these people.
7. Getting people in general, involved in getting license numbers and makes of cars that are driving recklessly or weaving all over the road. Getting people to not be afraid to report these drivers.
8. Enforce laws that a person must have insurance before getting a drivers license. This way a persons past driving record is investigated.
9. Take vehicles away from people after the first offense, for 90 days. 2nd time, 6 months, 3rd time, three years. Getting to and from work is no excuse to drive, as there is public transportation, family, friends and fellow workers in most cases.
10. Raise the drinking age to 21.
11. While in jail for drinking while under the influence, make these people work for the State or City to save tax money. They can help keep the parks or streets clean instead of sitting in jail and watching T.V. and playing pool. These type of activities do not seem like punishment.
12. Issue M.A.D.D. bumper stickers to remind drivers about driving while drinking does not go hand in hand.

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We support raising the drinking age

Anyone who has lived in Alaska for any length of time has known someone hurt by alcohol.

Alcohol abuse crosses every line. It affects old and young, man and woman, rich and poor. But no instance of alcohol abuse is as tragic as among young people.

To see a teen-ager caught up in alcohol abuse can only be described as a shame. Yet most of us see it, hear about it and read about it all the time.

Most drinkers, young and old, are responsible. Yet a sizable minority — a minority that cannot be ignored — continues to misuse alcohol. And many are teen-agers.

The major and most deadly abuse of alcohol is drunken driving. For some reason, young Alaskans especially are arrested time and again for drunken driving. You can see it in the daily police reports and hear about it from concerned friends and parents.

All too often, you read about it in the obituaries.

According to Mothers Against Drunk Drivers, a nationwide group that has taken hold in Alaska, almost one-third of the 24,000 people who died in alcohol-related traffic accidents nationally were teen-agers.

No death is as tragic as a drunken-driving death. That tragedy is even worse when it involves a teen-ager.

Getting rid of alcohol in Alaska seems an impossibility. Though it has been successful in many rural areas, the return of prohibition is not at hand in most of the state.

What is at hand is a movement to raise Alaska's drinking age from 19 to 21.

That is an effort we can all support. Raising the drinking age will not solve Alaska's drinking problem. Nor will it stop drunken driving among teen-agers.

But it will help stop the on-going tragedy of alcohol abuse among many of Alaska's youths.

"I voted to lower the drinking age in 1970," Rep. Mike Miller, D-Juneau, told the House Judiciary Committee last week. "We were dead wrong."

We agree. Drinking is not a right. It is a privilege we believe is hurting too many teen-agers.

Though no statistics are available for the state, we and many other responsible Alaskans agree that raising the drinking age to 21 will save lives.

We support raising the state drinking age.

Robert B. Atwood
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and Publisher

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Editorial Page Editor

Page A-8

Tuesday, February 1, 1983

An 'A' for Alaska

THE STATE would rate a pretty good report card with the Presidential Commission on Drunk Driving, which has recently issued its interim report calling for a number of steps to reduce highway deaths involving intoxicated drivers.

The only place Alaska falls short is in the commission's urging that all states raise the drinking age to 21. A bill to that effect has failed to pass in previous legislative sessions. It has been submitted to the current legislature, but no action has been taken.

The presidential commission found a direct correlation between the minimum drinking age and alcohol-related accidents. States that have raised the legal drinking age have seen an average annual reduction of 28 percent in nighttime fatal crashes involving 18- and 21-year-old drivers. Alaska legislators should pay attention to that finding and raise the legal drinking age from 19 to 21.

OTHERWISE in the realm of drunk-driving legislation, the state is doing all right.

The commission recommends mandatory "sanctions" of either 48 hours in jail or 90 days' license suspension, plus 100 hours of community service, for first offenders. The law in Alaska requires 72 hours in jail plus license suspension, even tougher than the recommendation. Many judges are, on their own, tacking on the community service provision.

Nowhere, however, does the report suggest that the drivers' vehicles be confiscated, a provision the mu-

nicipality has adopted and the state is considering.

Another of the commission's recommendations is that citizens report drivers under the influence to the police. While some people might already be doing this, others may feel they are "ratting," or tell themselves they wouldn't want someone to tattle on them if the roles were reversed. When human life is involved, there's no room for the ratting-tattle attitude.

WHEN PRESIDENT Reagan formed the commission nearly a year ago he pointed out that more than 50 percent of the fatalities on the nation's highways resulted from driving under the influence. Statistics show that of 50,000 people killed each year, 25,000 of them die in alcohol-related crashes.

The commission found there is small likelihood of arrest for a drunken driver. Only one in 500 to one in 2,000 drivers on the road with a blood alcohol level greater than 0.10 is arrested and many who are arrested are not punished because of lenient judicial systems.

Citizen action groups at the grassroots level were said by the commission to be effective. Anchorage has at least one very vigorous group: Mothers Against Drunk Drivers (MADD).

There's more to be heard from the presidential appointees. A final report is due in April. Meanwhile, they have given the Alaska legislature at least one recommendation it can, and should, adopt right away — raise the drinking age.

Daily News-Miner, Fairbanks, Alaska, Friday, January 28, 1983

Editorial Opinion and Comment of

FAIRBANKS

Daily News - Miner

"Independent in All Things" "Neutral in None"

Other opinions expressed on this page do not necessarily reflect those of the Daily News-Miner.

Alcohol abuse worries

We hope members of the Alaska Legislature will be as concerned about the serious community problems caused by alcohol abuse as are their constituents.

Around the nation, Americans are worried. A recent Gallup poll found that Americans are more worried about excessive drinking than they are about smoking or overeating. A majority think the federal tax on liquor should be doubled.

In Alaska, that concern is reflected in efforts to curb the problems caused by alcohol abuse, particularly drunk driving. Last year, Anchorage residents formed a chapter of a powerful new organization called Mothers Against Drunk Driving. Now some Fairbanks residents who have personally experienced the tragedy of losing a family member or friend in an accident involving a drunk driver are setting up a chapter here. Watch for their announcement soon of a public meeting for anyone who is interested.

It's going to take a lot of public pressure to enact the changes we need to make alcoholic beverages less available and therefore cut down on the abuses associated with alcohol. So far, the Legislature has refused to take final action on measures that would increase the state excise tax and restore the drinking age to 21. At the same time, statistics from across the nation are documenting the increasing number of deaths of young people in traffic accidents where booze is involved. And we read more and more about the young age at which students are beginning to accept alcohol consumption as part of their daily living.

The Gallup survey, commissioned by the National Council on Alcoholism's New York affiliate, found that 68 percent of the 1,039 adults surveyed rated an educational campaign to foster drinking moderation "very important."

Fifty-six percent named at least one type of alcoholic beverage on which they favored doubling the federal tax, with an increase in distilled liquor drawing the most support—from 54 percent. Forty-nine percent favored doubling the federal tax on beer, 48 percent on wine.

Sixty-two percent said they would like to see the major political parties support a moderate drinking campaign in their platforms and 59 percent said they would be more likely to vote for a candidate who supported such a campaign.

That should send a message to incumbent legislators. Though people concerned about alcohol abuse and supporting state measures to control it may not have the dollars to match campaign contributions from the liquor industry, they certainly have the votes.

The Legislature has been derelict in the face of the facts in not enacting a tax increase on alcoholic beverages since 1961. It's past time they turned a deaf ear to the powerful liquor lobbyists and passed legislation to raise the drinking age and pay for some of the human misery created by those who can't handle alcohol.

Here in Fairbanks, we've so far managed to sweep aside most of the proposals to deal with alcohol abuse, too often claiming that since a specific proposal won't do the whole job, we shouldn't enact it. With that short-sighted view, we'll never even get started.

Fairbanks Mayor Bill Walley's blue ribbon commission can be a big help in curbing alcohol abuse and thereby making Fairbanks cleaner and safer if it will recommend specific steps the community can take and urge people to also push for other steps the state can take.

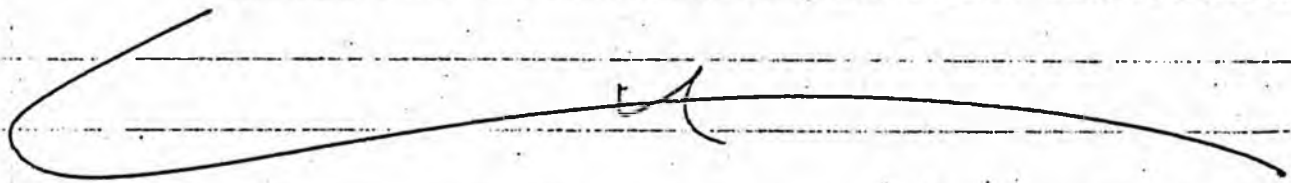
The problems caused by alcohol abuse aren't going to go away if we ignore them—sadly, they're going to get even worse.

This year is the time to press for some action.

From
Pop Warner

RE: The argument that 18-20
year olds "can fight therefore can
drink", please note the attached
article.

Basically, the military has a readiness
crisis on it's hands because it's lower
ranks, aged 18-25, are disproportionately
heavy alcohol and drug abusers



By Philip C. Clarke

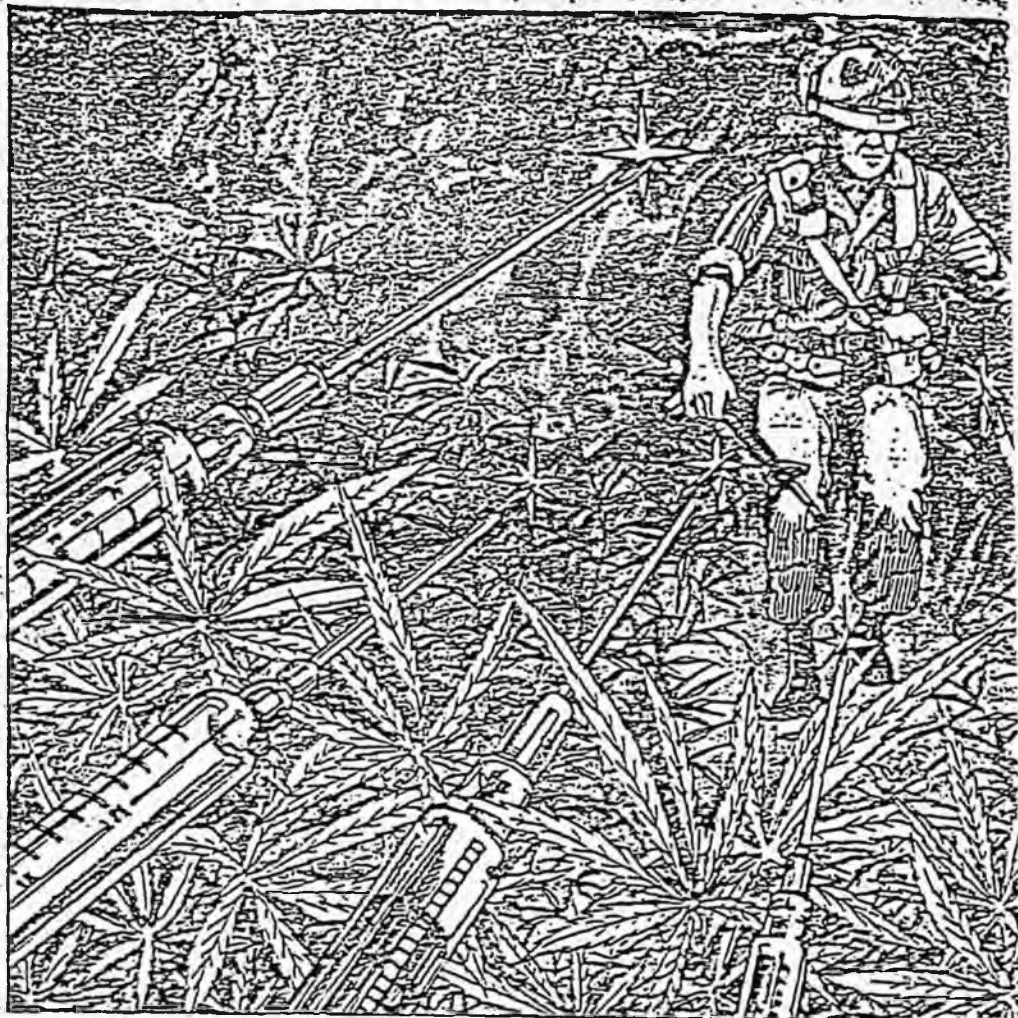
It was nine minutes before midnight, May 26, 1961, when Marine 1st Lt. Steve E. White made a second attempt to land his EA-6B Prowler jet on the canted deck of the carrier *Nimitz* as it practiced night landings 70 miles off the Florida coast. White's approach was too high.

Missing the arresting wires, the fighter bounced off a helicopter parked at one side, struck the nose of an A-7 and smashed into a row of F-14s stationed on the port bow. The explosion and fire that followed took the lives of the pilot, his two crewmen and 11 flight deck workers not directly involved in the landing ops. Forty-eight other sailors were injured several during the hour-long fight to bring the ensuing fire under control. Damage was estimated at more than \$100 million including total or partial destruction of 20 aircraft.

The incident soon produced an even more sensational story. Routine autopsies revealed evidence of THC, the intoxicant substance in marijuana and hashish, in the bodies of six of the 11 dead deckhands, three of whom were apparently "high" when the accident occurred. Although the pilot's body revealed an excessive level of brompheniramine, an antihistamine prescription drug, there was no proof that its effects had contributed to the crash. Nonetheless, the *Nimitz* tragedy served to focus public attention on the drug and alcohol abuse problem throughout the military.

In Congress, there were demands for a sweeping investigation of the Defense Department's entire anti-drug and alcohol program. News reports of drug rings operating openly among servicemen, and of drug abuse by personnel assigned to high security nuclear installations reinforced charges by critics that the military wasn't doing enough.

"We must root out this problem which is destroying our military from within," Rep. Joseph P. Addabbo (D-NY), Chairman of the House Defense Appropriations Subcommittee, told a hearing convened 18 days after the *Nimitz* incident. In a letter to Navy Secretary John F. Lehman, Jr., Congressman Addabbo cited a Pentagon report disclosing that 60



percent of all Navy and Marine Corps personnel in grades E-5 and below periodically use illicit drugs, that as a consequence one in four suffers some degree of "work impairment," and that one in 25 actually is dependent on drugs. "Additionally," he said, "one in eight is reported to be dependent on alcohol." (Drug abuse in the Army is slightly less prevalent—as it is in other services—while the Air Force reports in with comparatively good marks.) "What's

"From now on . . . the emphasis will be on . . . punishment and discharge."

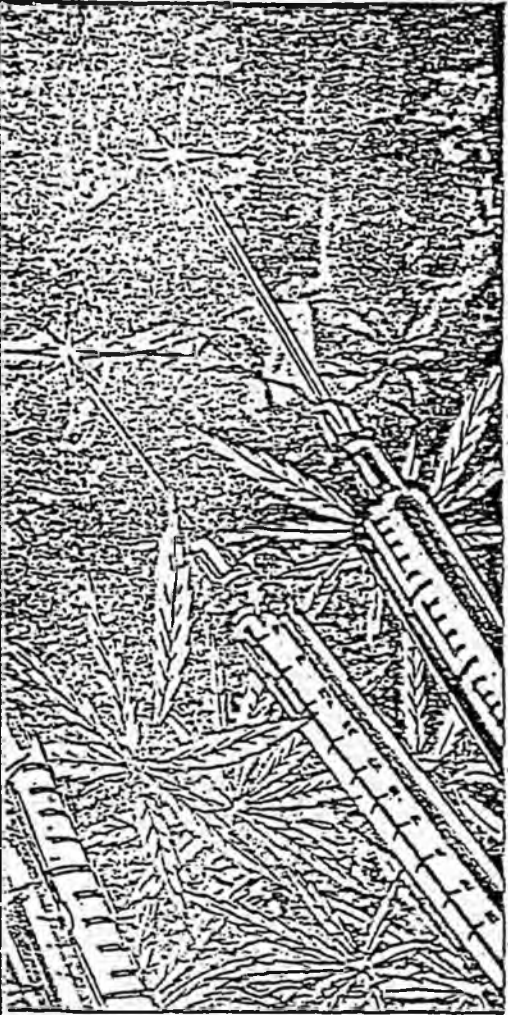
clear," said the Congressman, "is that, taken as a whole, drug abuse and alcohol abuse not only impair lives of the users, but adversely affect military readiness."

Defense Department troubleshooters concede they have a giant-sized problem. That fact was recognized as early as 1975, when Dr. David Marlow, director of a Walter Reed Army

Institute Research study, warned that the prevalence of drug abuse posed "a chronic threat that a potential enemy could exploit . . ." But Pentagon officials today vigorously deny they are dragging their feet in trying to solve the problem. They point to tough new crackdowns against drug abuse, especially by the Navy, to the addition of more drug detection teams using trained dogs to sniff out hidden narcotics; and to the introduction of more effective portable urinalysis kits designed to identify drug users and the volume of their consumption, including that of marijuana. Soon to appear on the anti-drug front: a highly sophisticated seriology device capable of determining alcoholism, even among individuals unaware of their own affliction.

At the same time, Pentagon officials insist that the military's drug and alcohol situation is a mirror image of American society at large. As Secretary Lehman said in his reply to Addabbo: "We receive in our services the products of the schools and lifestyles of our nation. The incidences of drug and alcohol abuse in society are too high and they are too high in the Navy and Marine Corps as well . . . It is a most difficult prob-

WAR ON DRUGS:



a year in taxpayer's money to fight the problem. It's serious because it has an impact on combat readiness.

The Defense Department's last service-wide survey, taken in 1980 and involving the questioning of 19,000 enlisted personnel, bears out the dimensions of the problem:

- Among the ranks of E-1 through E-5, fully 50 percent had used some form of drugs during the preceding year. Broken down by services, the percentages were: Marine Corps, 61 percent; Navy, 59 percent; Army, 53 percent; Air Force, 33 percent.

- At least 130,000 members of the armed forces were dependent on drugs or alcohol, meaning they were either hooked on narcotics or alcohol, or both.

- At least 120,000 soldiers, sailors, Marines and airmen were "high" or drunk more than 40 times during the year while on duty on the firing ranges, in the maneuver areas, on the decks, in the maintenance shops or wherever assigned.

The survey also determined that alcohol abuse remains the most serious threat, followed by marijuana. Service members aged 18 to 25 in grades E-1 through E-5 are the predominant offenders, and the most common practice is "poly-drug consumption" meaning young heavy drinkers also are heavy drug users in many cases.

According to General Louisell, "Many who abuse substances in the armed forces are 'chemical gourmets.' Almost half report they mix alcohol

Continued ...

The Military Strikes Back

Tougher Crackdowns And Improved Screening Are Two Weapons In The Pentagon's Arsenal



A drug-detecting dog and its Navy handler leave the dock landing ship USS Monticello after a search for marijuana.

lem, but one that we are working hard to diminish."

Given the nature of the all-volunteer forces, the Navy Secretary would seem to have a valid argument. The National Institute on Drug Abuse estimates that two-thirds of Americans aged 18 to 25 have used marijuana at least once and that more than one-third now use it regularly. Nonetheless, the services are under pressure to screen out and deny enlistments to would-be recruits with a history of illegal substance abuse. But without a draft, the military is hard pressed to meet even the barest minimum of manpower needs. "We're caught in a dilemma," explained one Pentagon official. "We cannot ignore two out of three potential recruits and still defend the United States!"

Gen. William C. Louisell, until recently the Deputy Assistant Secretary of Defense for Drug and Alcohol Abuse, underscored the seriousness of the problem in an exclusive interview with *The American Legion Magazine*. "It's serious," he said, "because we've got people who are under the influence of either alcohol or drugs while on duty. It's serious because it takes the services of nearly 4,000 full-time employees and 12,000 part-time personnel and \$101 million

SPECIAL REPORT

... Continued

and cannabis and 16 percent reported mixing cocaine with alcohol. The effects of such witches' brews are unpredictable and dangerous."

In recent years, Congress has conducted its own surveys of drug and alcohol abuse in the military. Most of these surveys have produced results even more alarming than the military's findings. Despite complaints by some critics that the Congressional studies are carelessly conducted, no one has challenged their conclusions.

An example is last summer's survey by a task force from the House Select Committee on Narcotics Abuse and Control. It was based on a poll of 1,906 U.S. enlisted personnel at 22 military installations in West Germany and Italy, and aboard the carrier *Forrestal* in the Mediterranean. Most of the interviewees were in the 18- to 25-year-old range and each was assured total confidentiality. The major conclusions of the study:

- Drug use while on duty during the preceding month involved 49.27 percent of the Navy enlisted personnel questioned, 42.66 percent of the Army, 34.68 of the Marines, and 17 percent of the Air Force personnel.

- On-duty use of alcohol for the services was: Army, 28 percent; Navy, 20.95 percent; Marines, 19.4 percent; and Air Force, 15.7 percent.

- Slightly over 60 percent of Navy enlisted personnel aboard the *Forrestal* admitted using drugs, mainly cannabis and "uppers" (amphetamines, methamphetamines and other stimulants) while on duty at least once during the previous month.

Other conclusions of the survey:

"Among Navy E-1 to E-4 personnel, almost one-fourth are daily, chronic cannabis abusers;

"Abuse of 'uppers' by Navy E-1 to E-4 personnel is at a dangerously high level with 31.88 percent admitting monthly or more frequent use."

Compared to a similar poll of U.S. service members in Europe in 1978, last year's House Committee survey showed little change in chronic, daily use of marijuana by Army personnel.

Monthly or more frequent use of "uppers" within the Army also was virtually unchanged at 13 percent last year against 12.7 percent in 1978. And the fact-finders reported the use of hard drugs such as heroin and cocaine among Army troops in Europe has decreased in the past three years, but is still at "unacceptably high levels." Over that period, monthly or more frequent use of heroin decreased from 10 percent to 4 percent, and for cocaine from 9.4 percent to 6.2 percent. This reflected what the report called the "positive impact" of

... drug abuse and alcohol abuse ... adversely affect military readiness."

Army interdiction and suppression of hard drug activities in West Germany. By contrast, however, based on surveys by the National Institute of Drug Abuse (NIDA), non-military heroin users in the 18-to-25-year-old category in the United States are estimated at less than 1/2 percent.

The most controversial conclusion in the Congressional study concerned the questioning of European-based personnel on how they rate the services' drug and alcohol abuse treatment programs. Seventy-eight percent of Army respondents rated their treatment programs "fair to poor." Similar negative remarks went to the Navy, 73 percent; the Air Force, 65 percent; and the Marines, 63 percent.

Pentagon officials have challenged these findings, contending that they give undue emphasis to chronic GI complaints while ignoring positive effects of the military's expanding anti-drug and alcohol campaign.

Testifying before a House Select Committee hearing last September, Maj. Gen. Mary E. Clarke, the Army's Director of Human Resources Development, produced statistics showing that despite a 50 percent in-

crease in caseload admissions for alcohol and drug treatment, over the past three years some 65 to 70 percent of those treated have been successfully rehabilitated and returned to duty. Overall, the Defense Department treated 112,000 service personnel last year at a cost of \$61 million, including operation of the Navy's world famous treatment center in Miramar, CA. "The progress we are making in combating our problem," said General Clarke, "is reflected in this data... and by the fact that we have been able to contain the heroin abuse problem in Europe despite continually rising availability of that drug."

Army "suppression teams"—there are now 75 of them staffed with more than 300 MPs and CID agents—were credited with arresting 6,607 drug offenders and with seizing more than \$137 million worth of illicit drugs in a single 12-month period. And to aid in the war against alcohol abuse, the Army plans to open five new treatment centers by 1985, bringing the total number to over 60.

At the same time, said General Clarke, the Army is developing new techniques to better identify would-be recruits who are drug or alcohol dependent. A recent Army survey indicated that 40 percent of first-term soldiers used marijuana or hashish before they entered the service. Although most chronic drug and alcohol abusers can be identified during the induction process, it's often impossible to tag young people with previous experience in heavy usage, who might be potential problems for the military.

The military's screening process could be vastly improved with development of a new blood testing technique for both alcoholism and drug addiction. Also new on the scene is a urine test for marijuana. Until now, detection by urinalysis has been limited to six illicit drugs—opiates, amphetamines, barbiturates, cocaine, methaqualone and PCP. Using new portable analysis kits, all services are now conducting drug sampling operations at least once a month. The kits are now standard equipment aboard every major vessel in the Navy. The program has been taking more than half a million random samples a year, employing eight drug-testing labs around the world.

On the legal front, recent decisions by the Court of Military Appeals appear to have cleared the way for the Defense Department to use urine testing results for disciplinary action, including General Discharge for drug abusers refusing to cooperate or those who fail rehabilitation.

Besides operating its own anti-smuggling and customs program, utilizing scores of trained drug-sniffer dogs, the military has provided extensive support to the Drug Enforcement Agency and other federal agencies in their battle against narcotics smugglers. For example, customs agents regularly ride on training flights of AWACS planes. Other federal drug-control agents operate out of the U.S. Naval Base at Guantanamo Bay and from a number of U.S. Air Force bases. Moves are now under way to amend the "posse comitatus" act to allow the armed services to assist civilian authorities in special cases, such as the current

war on drugs.

Priority, however, must go to the military's own alcohol and drug abuse problem. In a recent Congressional survey, representative numbers of service personnel were asked: Given the amount of drugs that men/women in your unit use, do you think they could go into combat and perform to the best of their abilities?

Most of the E-1 through E-4s said "Yes," but most of the E-5s and above thought otherwise. Sixty percent of the higher ranking Marines said "No," as did 53 percent of the Army personnel and 52 percent of the Navy members. Only Air Force personnel, by a ratio of 73 to 27 percent, believed their units would do well despite the military's overall drug problem.

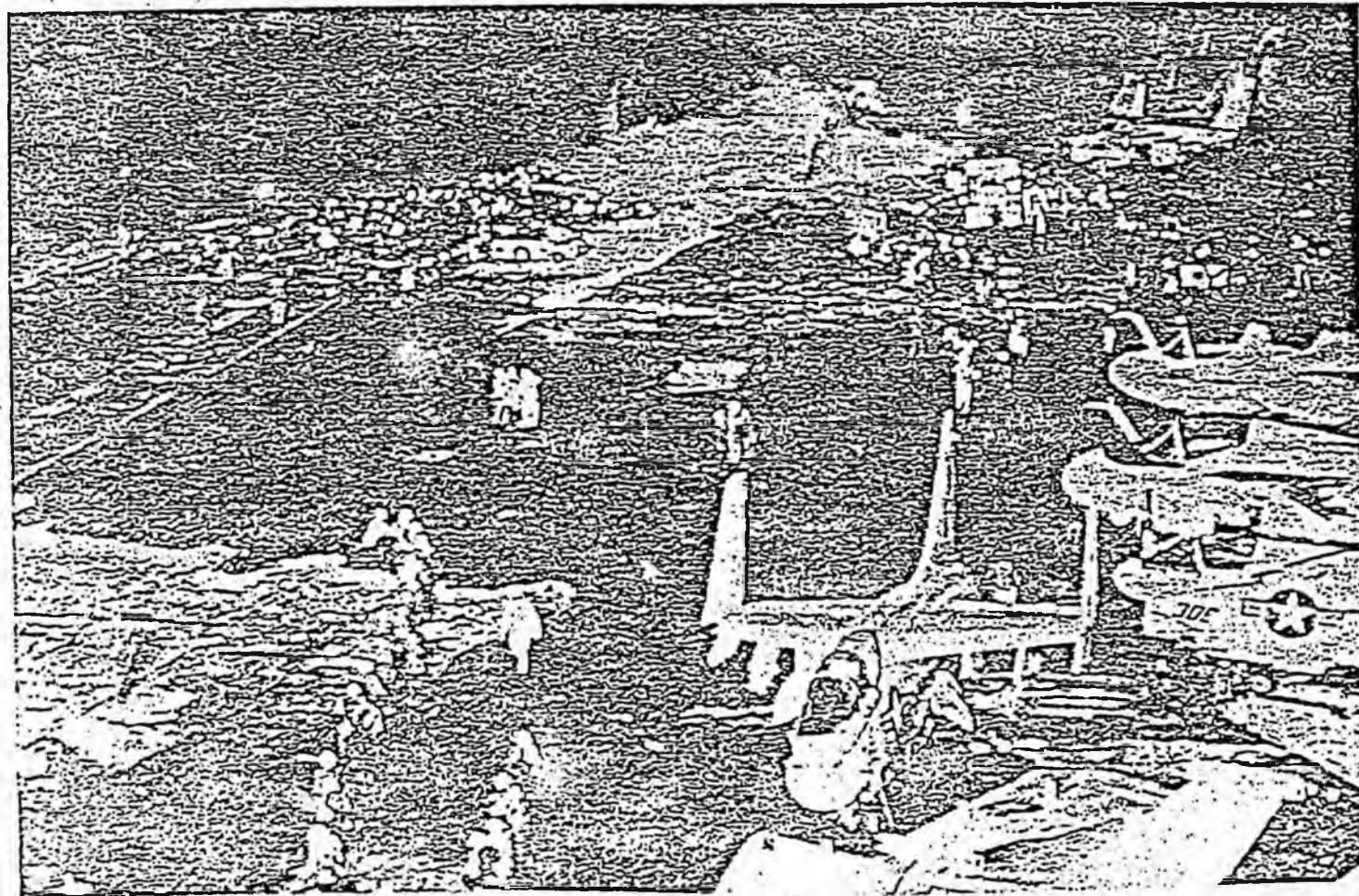
In April 1980, the Pentagon ran a simulated "short war" scenario through its computers. This abstract analysis, which assumed varying levels of drug abuse for personnel

under age 25, indicated "no serious degradation of combat capabilities except for the fire-direction elements of artillery units." What the computer analysis could not measure, however, was the human and sociological effects of drug use on individuals in combat.

While acknowledging the link between "substance abuse" and combat effectiveness, the Pentagon would like Congress and the public to understand some of the special internal difficulties it faces in trying to handle the problem.

The Pentagon recently did an internal analysis to determine why so many soldiers, sailors, airmen and Marines use drugs and alcohol. The major reasons were predictable: the desire to unwind and relax, to be friendly and social, to overcome boredom, loneliness and depressing living quarters and because of peer pressure and a lack of suitable recre-

(Continued on page 48)



Autopsies revealed various drugs in the bodies of a number of the flight deck personnel killed aboard the USS Nimitz when a plane that was attempting to land crashed and hit several other planes before bursting into flames.

War On Drugs:

(Continued from page 23)

ational facilities.

Once in the service, most young recruits experience what sociologists call a "culture shock." Away from home, many for the first time, the young GIs are thrust into a harsh new environment that can breed tension and frustration. In such circumstances, drugs and alcohol can be tempting means of escape, especially when supplies are readily available and relatively inexpensive. A 1979 Congressional survey, for example, reported that the supply of hashish in West Germany "appears to be virtually unlimited."

Peer pressure from service members already on the staff exerts added influence on susceptible newcomers, particularly in overcrowded and substandard barracks in West Germany and in cramped quarters aboard ship for months at a time. An Army report sent to Congress last April estimated that the U.S. Army in Europe needs \$1.5 billion just to repair some of its 30,000-odd buildings scattered about its bases. In one area of West Germany, U.S. troops are housed in converted 19th century cavalry stables.

High living costs off base or on shore leave also present difficulties. Travel and recreation can be prohibitively expensive. And language and social barriers often discourage fraternization with the local populace. Amid such conditions, discipline can be difficult to maintain.

Congressional investigators quoted Specialist Fourth Class Stephaney Sellers, a drug counselor with an engineer battalion in West Germany, as saying: "There is a whole realm where drug abuse gets mixed up with immaturity." According to Sgt. James Henderson, attached to another West German Army unit, some GIs who can't stand the pressure or the hard work use drugs as a "cop out" to exit the service early. "They are tempted by the honorable discharge that awaits those who undergo treatment and cannot be rehabilitated," he said.

Stateside duty also is vulnerable to drug and alcohol abuse. The St. Petersburg Times quoted Robert Chumney, Jr., an area resident and former Marine who is now undergoing treatment for drug addiction, as saying: "It was 80,000 Marines (at Camp LeJeune) with nothing to do but get high. You've got all this

money coming in with nothing to do . . . so you buy drugs and alcohol."

Chumney is receiving treatment in a civilian program because the VA says his drug problem is not service connected. At the same time, Dr. Stewart Baker, Director of VA's alcohol and drug dependency programs, acknowledges that the drug abuse problems of veterans are too widespread for the VA's 52 drug treatment centers to handle alone.

The easy solution, it would seem, would be to cut off the supply—hence, fewer abusers. Yet, at best, the traffic can only be curbed. Despite tightened surveillance and frequent drug "busts," there is no realistic way to cut off the flow of narcotics completely. Thanks to the cooperation of local authorities and a joint military task force in West Berlin, the pushing of potent Middle East heroin to American troops in West Germany has been slowed from a tide to a trickle. But hashish, which is up to 10 times more potent than pot, is abundantly available to most service personnel. Furthermore, GIs can buy "uppers" across drugstore counters in West Germany where the stimulant is called Mandrax. Also, U.S. postal regulations prohibiting military authorities from intercepting and opening mail suspected of containing drugs has allowed the postal-order drug trade to flourish unimpeded.

All of this places the main burden for combating drugs on the shoulders of unit commanders and others in direct, day-to-day contact with the ranks. The Pentagon can provide the tools—portable urinalysis kits, educational films, mess hall lectures, MPs and Shore Patrols outside local nightspots and the like—but it's up to the officers in charge to see that the tools are used effectively. From the top to the bottom, the heat's on to assign the problem high priority, right up there with gunnery practice, airplane maintenance and ship performance. Congress wants action, not more studies.

Of all the services, the Navy is now trying to do the most, presumably because its drug-abuse problem is among the worst. For example, a recent spotcheck of Navy enlisted personnel at bases in Norfolk, VA, and San Diego, CA, indicated that 48 percent had smoked marijuana dur-

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ing the previous 10 days. Convinced of the seriousness of the problem, the Navy last year launched a new get-tough policy. As outlined by Adm. Harry Train, Commander of the Atlantic Fleet, enlisted men and women caught with even a single marijuana "joint" will be given just two chances to shape up before being shipped out. And any officer found in possession of pot or another illegal drug will be given the boot immediately.

From now on, said the Navy, the emphasis will be on punishment and discharge for drug offenders, not just on treatment and discipline. To enforce the crackdown, the Navy is beefing up its spotcheck measures. The number of teams with drug-sniffing dogs is going from 78 to 200. The deployment of portable urinalysis drug-testing kits is being increased from 33 to 216. And more than 300 agents and administrative personnel are being added to the Navy's worldwide investigative staff.

At the same time, the Navy is expanding its drug-abuse education programs at all levels, on land and at sea. As Rear Adm. Paul J. Mulloy, the Navy's Director of Human Resources and Management, told the Legion magazine: "We must not allow those who abuse drugs to besmirch the great majority of our sailors who have earned us our rightful reputation as the finest Navy in the world."

The get-tough policy on drugs reflects an overall change of attitude on discipline. Adm. Thomas Hayward, Chief of Naval Operations, has instituted a program called "Pride and Professionalism" that's designed to restore some of the Navy's standards that were relaxed during the 1960s and '70s.

As Rear Adm. Bruce Newell described his new orders: "We're not undoing what was done, but this is the '80s. We're preparing for a 600-ship Navy, and the country is moving in a new direction . . . We're ready to tighten up our act."

In tightening discipline, the Navy is taking a page from the Air Force's book. That service's comparatively good record on combating drug abuse is attributed in large part to extra careful screening of inductees, and swift punishment and discharge for those who break the rules. As ex-

plained by Maj. Gen. William R. Usher, Director of Air Force Personnel Plans, over the past five years more than 3,000 Air Force personnel have been removed from duty involving nuclear weapons because of drug or alcohol abuse. Any such abuse, past or present, by members of the "personnel reliability program," as Air Force nuclear units are called, is cause for instant transfer or dismissal.

Similarly, surprise urine tests administered recently at a missile and space research unit at Hickam Air Force Base in Hawaii resulted in summary removal from duty of 19 enlisted men assigned to the unit. The tests revealed that the men had smoked marijuana within the past 15 days.

Nonetheless, some critics of the military's anti-drug efforts remain skeptical. One such critic is Addabbo, whose Defense Appropriations Subcommittee held the widely publicized hearings into the *Nimitz* accident last year. Those hearings produced charges that the military had "covered up" a 1968 study that found that more than 25 percent of the personnel questioned at 12 bases and aboard one aircraft carrier were "on" illegal drugs. Addabbo says more reforms are urgently needed. Noting that only three drug-control officers were assigned to the carrier's 6,000 member complement, the Congressman charged that "the drug problem is so bad on the *Nimitz* that in the six months prior to the crash there were 124 formal cases of court-martial or non-judicial punishment against the crew."

Addabbo's subcommittee late last year sent its own team of investigators into the field to study military readiness and drug and alcohol abuse. According to the Congressman, the investigators found that "the equivalent of about four U.S. combat infantry battalions assigned to Europe are lost because of drug abuse." In addition, said Addabbo, "the investigative staff uncovered a surprisingly high number of drug infractions and arrests at sensitive military locations. Included among the offenders were a number of military police on physical security assignments."

The Congressional probers also found that "drugs are being sent to

... Continued

ships at sea and in some instances to the U.S. mainland in first-class letters and packages." Addabbo said when two ship captains, to test reaction, hinted that incoming mail might be checked for content, "almost 80 percent of the packages were returned to the senders."

"Finally," the Congressman said, "according to the Navy Safety Center, medical officer reports from accident investigations indicate that aircrew alcohol and hangover effects were involved in 15 to 20 percent of the Navy's major aircraft accidents in 1979."

This kind of talk produces lurid headlines, something most Defense Department officials deplore. They worry that such public revelations, real or exaggerated, could provide sensitive intelligence to our adversaries. Indeed, as Rep. Robert Dornan (R-CA) commented after publication of the latest statistics on drug abuse in Europe: "If I were a Soviet commander, I'd be licking my chops at the prospect of taking on soft American kids who are only interested in getting high."

Testifying at a Congressional hearing last September before leaving his post as the Pentagon's top official on drug and alcohol abuse, General Louisell warned: "When we publicly illuminate a situation which degrades readiness, we also degrade the perception of combat readiness. In addition, careless extrapolation of substance abuse statistics can and has resulted in the besmirching of the pride, self-confidence and demonstrated abilities of thousands of superb soldiers, sailors, Marines and airmen serving in hundreds of tough, fighting-ready battalions, men-of-war and aircraft."

Like many Defense Department officials, General Louisell feels the military is being made a scapegoat for the nation's drug-abuse problem. "The thing that disturbs me," he told *The American Legion Magazine*, "is the perception that a bright, young American citizen who comes into the armed forces will be discharged three or five or seven years later a drug-ridden wreck. This simply is not true. The young recruit with a drug problem in most cases brings it with him when he or she joins up.

"If anything," Louisell insists, "the young person entering the ser-

vice will, on average, experience an improved attitude toward drugs. We are doing our damndest to make the recruit measure up to the standard of performance, discipline and competence that we've got to have for an efficient armed force."

Louisell cites statistics showing that the rate of drug abuse in the all-volunteer force almost exactly parallels that of the civilian 18-to-25-year-old sector. "Nobody is taking any comfort in the similarity," he says, "but the point is that abuse in the civilian sector sets the stage for our problem."

Adds the general: "No other institution in the United States has taken as hard a look at their substance problem as has the military. In that respect, we stand alone. I'd like to see the same kind of righteous indignation that is directed at the military applied also to the high schools, colleges and workplaces."

General Louisell believes that the problem will be solved only if all segments of society work together. "In the military," he says, "we know there are no magic wands or silver bullets. Education and training are not the only answers. Treatment and rehabilitation are not the only answers. Assessment of the problem certainly is not the only answer. Like any complex human problem of the kind we face in the military environment, it requires an across-the-board command approach. We've got to use all our resources."

It's his belief, based on years of experience, that the key to the problem is discipline. "Applied in a sensitive, intelligent fair and consistent manner," he insists, "discipline can reestablish the rules of an orderly society—a society to which the great majority of our young people want to belong."

As for those Americans who despair over the behavior of the younger generation, General Louisell, who has three grown children, offers this encouragement. "I have seen what tremendous things our young people can do under pressure; the enthusiasm and eagerness to rise above themselves and become bigger and better. It is this kind of response to challenge that keeps our military commanders going."

It is this kind of reaction that, in the long run, can win the war against drugs, especially in the military. ☐

Continued ...



U.S. Department
of Transportation

National Highway
Traffic Safety
Administration

400 Seventh St., S.W.
Washington, D.C. 20590

FACTS ABOUT TEENAGE DRUNK DRIVING

From the National Center for
Statistics and Analysis

Although drunk driving is a problem that pervades all age groups of our licensed population, it is especially severe for teenagers. The combination of learning how to drive, youthful risk-taking behavior, and drinking is accounting for the number one killer of teenagers in this country. Consider these facts:

- Teenage drivers are involved in 1 out of every 5 fatal accidents that occur with close to 9,000 teenagers (15-19 years old) killed in motor vehicle accidents in 1980.¹
- Almost 60 percent of fatally injured teenage drivers were found to have alcohol in their blood systems prior to their crash, with 43 percent at legally intoxicating levels (i.e., greater than or equal to .10 percent blood alcohol concentration).²
- Of the 25,000 persons who die each year in drunk driver accidents, 5,000 of those victims are teenagers. That means that 14 teenagers die each day in drunk driver accidents.¹
- Alcohol involvement in teenage fatal accidents is at least three times greater in nighttime accidents (between 8 PM and 4 AM) than it is in daytime accidents (between 4 AM and 8 PM).²
- In addition, teenage drivers are involved in 1 out of every 4 injury accidents, with a total of 650,000 injured teenagers in 1980.³ Alcohol is involved in close to 20 percent of injury producing accidents, which means that 130,000 teenagers are injured per year in drunk driver accidents. So, 14 teenagers die and an additional 360 teenagers are injured in alcohol related crashes per day.
- Although teenagers comprise only 8 percent of the driver population and account for only 6 percent of the vehicle miles travelled in this country, they add up to 17 percent of all accident involved drivers and at least 15 percent of all drunk drivers in accidents.²
- Think of this: of 330 children born today in the U.S. (about the size of a small grade school), one will die and four will sustain serious or crippling injuries in an alcohol related crash before they reach the age of 24.⁴

- The Surgeon General has reported that life expectancy has improved in the U.S. over the past 75 years for every age group except one. The exception is the 15-24 year old American whose death rate is higher today than it was 20 years old. And the leading single cause of death for this age group is drunk driving.⁵
- As if the pain and suffering were not enough, insurance companies have estimated that teenage drunk driver accidents are costing society close to \$6 billion per year in damage, hospital costs, lost work, etc.⁶

SOURCES:

- 1 Fatal Accident Reporting System 1980, National Center for Statistics and Analysis, National Highway Traffic Safety Administration, Washington, DC, Publication No. DOT-HS-805-953, October 1981.
- 2 Alcohol Involvement in Traffic Accidents--Recent Estimates from the National Center for Statistics and Analysis, National Highway Traffic Safety Administration, Washington, DC, Publication No. DOT-HS-806-269, May 1982.
- 3 Report on Traffic Accidents and Injuries for 1979-1980--The National Accident Sampling System, National Center for Statistics and Analysis, National Highway Traffic Safety Administration, Washington, DC, Publication No. DOT-HS-806-176, February 1982.
- 4 Mathematical Analysis Division, NRD-31, National Center for Statistics and Analysis, National Highway Traffic Safety Administration, Washington, DC.
- 5 Health, United States, 1980, National Center for Health Statistics, Public Health Service, U.S. Department of Health and Human Services, Hyattsville, Maryland, Publication No. (PHS) 81-1232, December 1980.
- 6 Allstate Insurance Company, letter dated March 24, 1982, from Loss Prevention Manager, Allstate Plaza, Northbrook, Illinois 60062.

FACTS ON ALCOHOL AND HIGHWAY SAFETY

The Problem

Overview:

Drunk driving continues to be one of our nation's most serious public health and safety problems. Some 50 percent of all drivers killed each year have blood alcohol concentrations in excess of the legal limit, 0.10 percent. In single vehicle fatal crashes, where it is more certain who is at fault, upwards of 65 percent of those drivers who die were legally drunk. Over the past 10 years, the proportion of highway deaths involving alcohol has averaged a tragic 25,000 per year. Thus, a staggering one quarter of a million Americans have lost their lives in alcohol-related crashes in the last decade.

The cost of drunk driving has a high economic cost to this country as well. A conservative estimate of the total economic cost of drunk driving is put at 24 billion.

Alcohol and Crashes:

Alcohol is a major contributing factor to fatal (and serious injury) automobile crashes. According to a 1978 review of the literature, approximately 60 percent of fatal crashes involved a driver who had been drinking. Between 40 and 55 percent of such crashes involved a driver who had a blood alcohol concentration (BAC) greater than .10 percent (w/v).

With regard to alcohol and responsibility for fatal crashes, the drinking driver problem is even more significant. In one study drivers judged to be at fault in fatal crashes were six times more likely to have had BAC's greater than .10 percent (w/v) alcohol in their blood than drivers judged not at fault for their crashes (60 percent vs. 10 percent).

This strong relationship between crash responsibility and high alcohol levels is shown further in single vehicle crashes, where responsibility is apparent, and where between 60 and 75 percent (60-75%) of dead drivers have BACs greater than .10 percent (w/v).

The Driver Population:

What the high BAC figures in crashes suggest is that the majority of alcohol related fatal crashes are caused by heavy (problem) drinkers. Some portion of the approximately 15 percent of fatal crashes which involve drivers who have been drinking, but who do not have BACs greater than .10 percent, may be caused by less heavy, less chronic, "social" drinkers.

The majority of drivers are either abstainers or light to moderate (social) drinkers. Even quite liberal estimates suggest that only about 10 to 15 percent of the nation's drivers would be classified as being heavy (problem) drinkers.

Arrested Drunk Drivers:

The average proportion of licenses drivers arrested for drunk driving over a one-year period is estimated to be one percent (1%). This translates to approximately 1.3 million of approximately 130 million licensed drivers.

On a nightly basis, between one in five hundred (1/500) and one in two thousand (1/2000) drivers on the road with a BAC greater than .10 percent (w/v) are arrested for drunk driving. These estimates come from a number of roadside surveys conducted in conjunction with the Alcohol Safety Action Projects (ASAPs) funded by the NHTSA in the 1970's and from the Grand Rapids data reported by Borkenstein and others.

The average BAC of these drinking drivers is approximately .20 percent, double the level for presumed intoxication. Estimating an average period of alcohol consumption at 4-5 hours, this means that the average fatally injured drinking driver had about 15 drinks prior to becoming involved in the crash.

Blood Alcohol and Body Weight

KNOW YOUR LIMITS

CHART FOR RESPONSIBLE PEOPLE WHO MAY SOMETIMES DRIVE AFTER DRINKING!

APPROXIMATE BLOOD ALCOHOL PERCENTAGE

Drinks	Body Weight in Pounds								
	100	120	140	160	180	200	220	240	
1	.04	.03	.03	.02	.02	.02	.02	.02	Influenced Rarely
2					.04	.04	.03	.03	
3	.11								
4	.15	.12	.11						
5	.19	.18	.13	.12	.11				
6	.23	.19	.16	.14	.13	.11	.10		
7	.26	.22	.19	.16	.15	.13	.12	.11	
8	.30	.25	.21	.19	.17	.15	.14	.13	Definitely
9	.34	.28	.24	.21	.19	.17	.15	.14	
10	.38	.31	.27	.23	.21	.19	.17	.16	

Subtract .01% for each 40 minutes of drinking
One drink is 1 oz. of 100 proof liquor, 12 oz. of beer, or 4 oz. of table wine.

SUREST POLICY IS ... DON'T DRIVE AFTER DRINKING!

Past Approaches and Current Activities

Federal Action:

Over the last 12 years, the National Highway Traffic Safety Administration (NHTSA), an Agency within the U.S. Department of Transportation, has worked with the States to reduce alcohol related deaths on the highway. NHTSA initiated 35 Alcohol Safety Action Projects (ASAPs) throughout the country from 1971-1976 which resulted in the development of a coordinated systematic approach to deal with drunk driving.

In 12 of the 35 ASAPs, a statistically significant reduction in fatal crashes at night was achieved. Individual projects were able to double, and even triple driving while intoxicated arrests, using such new technology as roadside breath testing. Court procedures were streamlined to handle large caseloads. Roughly a quarter-of-a-million drinking drivers were referred for treatment.

Before the passage of the Highway Safety Act of 1966, few States specified a presumptive level of driving while intoxicated. The Federal standard for alcohol safety prescribed the 0.10 percent blood level that legally defines the legal intoxication limit. Now all the States have laws defining driving under the influence at the 0.10 percent level. The majority of the States now have made some improvements in their law enforcement, court, rehabilitation, and educational efforts.

State Action

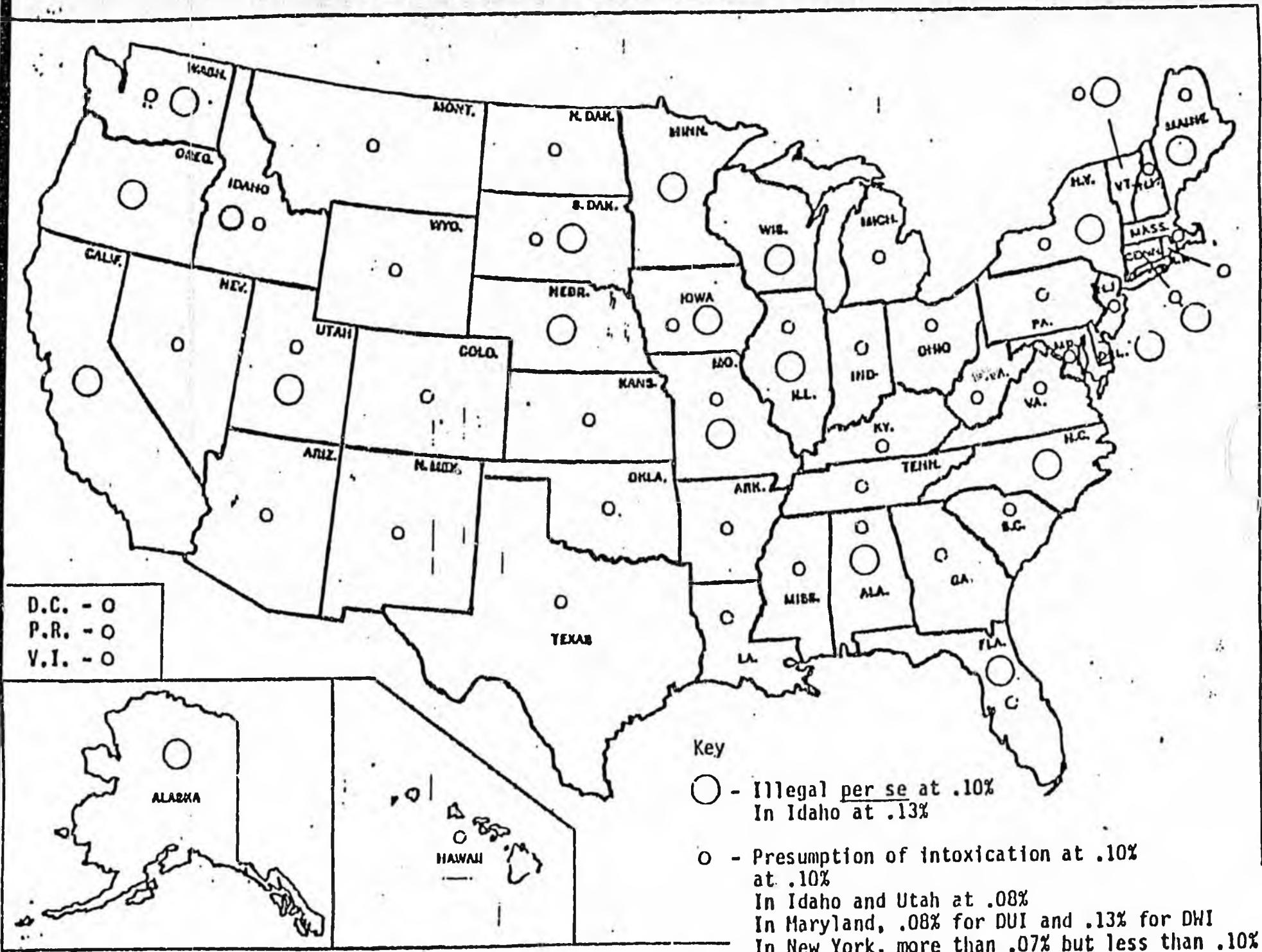
Under the Section 402 grant program established by the Highway Safety Act the States are increasing the proportion of funds allocated to alcohol programs. In FY 1982 approximately 35 percent of 402 funds (\$27.8 of 78.6 million) were allocated to drunk driving programs (with an added 30 percent spent on alcohol enforcement activities under Police Traffic Services).

Responding to citizen interest, 21 States and a number of local jurisdictions have established special drunk driving task forces to revitalize State/local programs.

Fifteen States have raised the minimum legal drinking age to reduce alcohol related crashes among youth. Other States such as Maryland have introduced legislation to raise the drinking age during 1982.

Sixteen States have adopted statutes allowing preliminary roadside breath testing to assist officers in establishing probable cause for drunk driving arrests.

Twenty-one States have established illegal per se statutes designed to simplify and streamline the prosecution of drunk drivers by making it illegal simply to operate a motor vehicle with an illegal blood alcohol concentration (above 0.10%).



D.C. - ○
 P.R. - ○
 V.I. - ○

Key

- - Illegal per se at .10%
 In Idaho at .13%
- - Presumption of intoxication at .10%
 In Idaho and Utah at .08%
 In Maryland, .08% for DUI and .13% for DWI
 In New York, more than .07% but less than .10%

LEGAL AGE FOR CONSUMPTION OF BEER, WINE AND DISTILLED SPIRITS

STATE	EFFECTIVE DATE OF LATEST AMENDMENT	MINIMUM DRINKING AGE ^A AND BEVERAGE				
		BEER		WINE		DISTILLED SPIRITS
		NOT OVER 3.2% ALCOHOL	OVER 3.2% ALCOHOL	TABLE	FORTIFIED	ALL
Alabama	7/75	19	19	19	19	19
Alaska	9/70	19	19	19	19	19
Arizona	8/72	19	19	19	19	19
Arkansas	3/35	21	21	21	21	21
California	12/33	21	21	21	21	21
Colorado	4/45	18	18	21	21	21
Connecticut	10/72	18	18	18	18	18
Delaware	7/72	20	20	20	20	20
District of Columbia	2/34	18	18	18	21	21
Florida	10/80	19	19	19	19	19
Georgia	9/80	19	19	19	19	19
Hawaii	3/72	18	18	18	18	18
Idaho	7/72	19	19	19	19	19
Illinois	1/80	21	21	21	21	21
Indiana	1/34	21	21	21	21	21
Iowa	7/78	19	19	19	19	19
Kansas	3/49	18	21	21	21	21

LEGAL AGE FOR CONSUMPTION OF BEER, WINE AND DISTILLED SPIRITS

		MINIMUM DRINKING AGE ^A AND BEVERAGE				
STATE	EFFECTIVE DATE OF LATEST AMENDMENT	BEER		WINE		DISTILLED SPIRITS
		NOT OVER 3.2% ALCOHOL	OVER 3.2% ALCOHOL	TABLE	FORTIFIED	ALL
Kentucky	5/38	21	21	21	21	21
Louisiana	11/48	18	18	18	18	18
Maine	10/77	20	20	20	20	20
Maryland	7/74	18	18	18	21	21
Massachusetts	4/79	20	20	20	20	20
Michigan	12/78	21 ^C	21 ^C	21 ^C	21 ^C	21 ^C
Minnesota	9/76	19	19	19	19	19
Mississippi	7/66	18	18 ^D	18 ^D	21	21
Missouri	5/45	21	21	21	21	21
Montana	7/79	19	19	19	19	19
Nebraska	7/80	20	20	20	20	20
Nevada	12/33	21	21	21	21	21
New Hampshire	5/79	20	20	20	20	20
New Jersey	1/80	19	19	19	19	19
New Mexico	12/34	21	21	21	21	21
New York	5/34	18	18	18	18	18
North Carolina	5/35	18	18	18	21	21
North Dakota	12/36	21	21	21	21	21
Ohio	8/35	18	21	21	21	21
Oklahoma	12/76	18	21	21	21	21
Oregon	12/33	21	21	21	21	21

<u>DRIVER ONLY</u>	<u>FATAL ACCIDENT</u>	<u>FATALITIES</u>	<u>ALCOHOL ACCIDENTS</u>	<u>ALCOHOL FATALITIES</u>
<u>1979</u>	<u>81</u>	<u>91</u>	<u>57</u>	<u>66</u>
0-18	17	20	11	13
19	2	2	2	2
20	9	11	6	8
<u>1980</u>	<u>86</u>	<u>95</u>	<u>58</u>	<u>64</u>
0-18	10	11	5	6
19	2	4	1	1
20	3	3	1	1
<u>1981</u>	<u>90</u>	<u>100</u>	<u>66</u>	<u>76</u>
0-18	13	18	11	16
19	4	4	4	4
20	2	3	2	3
REPORTED TO DATE - 09/17/82				
<u>1982</u>	<u>38</u>	<u>43</u>	<u>22</u>	<u>24</u>
0-18	4	6	1	2
19	3	4	2	2
20	1	1	1	1

<u>AGE</u>	<u>NUMBER OF ALCOHOL ACCIDENTS</u>	<u>PERCENT INVOLVEMENT</u>	<u>PERCENTAGE OF LICENSED DRIVERS</u>
15-18	220	11.3	3.4
19-29	922	47.2	36.5
30-39	407	20.9	27.8
40-49	238	12.2	15.2
50-59	134	6.9	10.3
60 +	31	1.6	2.5

During 1979, alcohol was indicated in 1,952 traffic accidents. Drivers aged 19-29 were the most frequent offenders: 47.2% of the alcohol-related accidents involved drivers in this age group who had been drinking or who were suspected of drinking.

Drivers between the ages of 15 to 18, inclusive, who make up only 3.4% of the licensed driver population, accounted for 11.3% of the alcohol-related accidents, or more than 3 times their distribution in the general driver population.

Alcohol was a factor in 70% of the fatal accidents that occurred during 1979. Further analysis is not possible because of contradictory bivariate data, although there is some indication that young drivers are, again, over-represented. Inexperienced both in driving and in drinking, the young driver also has a predilection for high speeds, and the combination is lethal.

Alcohol enforcement and diversion to treatment and/or education of the drinking driver will remain the highest priority for Alaska's highway safety program.

SPEED RELATED

The number of speed-related fatalities declined from 80 in 1978 to 61 in 1979. Although the number of fatalities that were speed-related declined, the rate of speed involvement has remained constant at 27%. Speed as a contributing factor in injury accidents declined from 21% in 1978 to 16% in 1979.



REGINALD G. SMART

5.95

THE NEW DRINKERS

TEENAGE
USE AND
ABUSE
OF ALCOHOL

SECOND
EDITION



same reasons as adults and because they are maturing into adult behavior patterns in all areas.

Research into why young people drink has centered around five general areas:

- (1) subjective studies of reasons for drinking—asking students why they drink;
- (2) peer studies—determining how friendship patterns govern drinking;
- (3) personality studies—determining what personality characteristics are associated with drinking;
- (4) studies of permissiveness and availability—determining whether certain attitudes favoring drinking and having alcohol at home make drinking more likely;
- (5) family studies—investigating how parental and other family influences relate to drinking.

The first four areas will be covered in this chapter; the last, because it has been such a large and well-developed area, requires a separate chapter.

Subjective Reasons for Drinking

Much of the research on why young people drink simply constitutes asking them the reasons as they see them. Although obviously they yield important information, such studies rarely have any validity or reliability established for the answers. Those who say, "I drink because I like the taste," may indeed, but there may be a host of equally important social and psychological reasons. The subjective reasons supply information about one level of analysis but are of limited utility in explaining heavy or abnormal drinking. Studies of personality, family, and peer influence offer another level of analysis.

Numerous studies give similar results when students are asked for the reasons they started to drink. The most important reasons seem to be "curiosity" and "in order to celebrate a special occasion" such as a wedding, anniversary, or birthday. A third reason is that families gave them alcohol to drink. Taken together, these reasons account for most of the subjective reports in studies done in Mississippi, Kansas, and Wisconsin (Bacon and Jones, 1968).

One of the few studies of reasons for drinking in Canada (Cutler and Storm, 1973) asked the simple question, "Why did

you first drink?" About 30% of high school students reported "holiday or special celebration," 32% "curiosity," and 21% because they were "served at home." In all, 83% reported one of these three reasons.

Only 7.3% reported first drinking because they did not want to feel "out of place" or because "friends urged me to." Although the number reporting each reason varies somewhat from study to study, the data indicate that young persons are typically not forced into drinking (at first) by peer pressure or friends. There is a suggestion that parents and families have a considerable control over the first drinking experiences and we will return later to the implications that this has for parents teaching safe drinking habits. There are also suggestions that young people experience mostly the low alcohol beverages, e.g., beer and wine, in family circumstances and that the first drinks of liquor are outside the home with friends.

Naturally, the reasons for current drinking tend to be different from those for starting. The most common reason for current drinking* is that "I like it" and this was mentioned by about 50% of drinkers in the Maddox and McCall study (1964). About 20% drank "to be with the crowd" and about the same proportion to celebrate a special occasion. Only about 8% said they drank "when they were unhappy." Curiosity, being given drinks by parents, and special occasions were far less important for current drinking than for the first drinking experiences.

A more interesting sidelight in the Maddox and McCall study concerned students' perceived reasons for adult and teenage drinking. The most important reasons given by both groups were sociability, self-expression, and anxiety reduction. Sociability meant the desire to be one of the group, to not be considered different, and to participate in celebrations and family events. Self-expression referred to the need to have pleasurable relaxation and to create a self-conception of being "smart and grown-up." Anxiety reduction meant seeking relief from family, financial, and personal problems. ✓

Teenagers perceived other teenagers' drinking as more often concerned with avoiding being left out and different, and enhancing self-conceptions as "smart and grown-up." It was far less often concerned with pleasurable relaxation and with anxi-

*Unfortunately, this question was not asked in the Cutler and Storm study.

knowledge about alcohol seemed not to be important. The most important factors in predicting the frequency of drinking were age, paternal drinking, and friends' drinking. Older students and those whose friends' and fathers' drank more often drank themselves. The most important factors in predicting whether students got drunk or high were the frequency of drinking, drinking away from home, drinking in cars, and drinking amounts that were not known to parents.

The findings from this study suggest that social influences, e.g., from parents' and friends' drinking, have most importance in determining whether a student drinks or not but they have little effect on whether students get drunk or not. The place and extent of drinking and drinking without parental knowledge are more important in determining whether students get drunk. This strongly suggests that parents concerned about drunken behavior should try to find out the places where their adolescents are drinking and how much they drink.

Personality and Developmental Variables

As noted in the review of research, much of youthful drinking seems to be socially and normatively controlled. Most young people appear to start and continue drinking for social reasons. The nature and extent of drinking seems to be most often influenced by peer pressures, reference groups, and the general family and social contexts. For these reasons it might be expected that personality factors would be relatively unimportant in differentiating drinkers and nondrinkers. Most research on personality has been concerned with identifying *problem* drinkers rather than social drinkers. A few studies have been made but their contribution is not extensive so far because drinkers have not appeared very different from nondrinkers. Several studies have shown that students who start to drink at an early age are more likely to engage in other deviant behaviors as well. For example, a study by Globetti and Windham (1967) showed that high school drinkers and especially problem drinkers had higher deviancy scores than did nondrinkers. "Deviancy" included such things as driving a car without a license, damaging property, stealing, and running away from home.

Other studies have found that drinking *problems* but not drinking are related to alienation. Jessor et al. (1970) showed that alienation—i.e., feelings of social isolation and lack of meaning in daily activities—was related to frequency of drun-

kenness and drinking for personal effects. Wechsler and Thum (1973) found students who drank distilled spirits and had become drunk were alienated from families and more engaged in antisocial activities (e.g., cheating, delinquency). Alienation does not appear to differentiate between drinkers and nondrinkers.

A great deal of interest has been expressed in sex-role conflicts and drinking. Male heavy drinkers and alcoholics have been found to have feminine identifications and yet show masculine behaviors such as cursing, aggressiveness, and independence. Zucker (1968) attempted to determine whether adolescent drinkers and nondrinkers differed on a masculinity-femininity index. He predicted that nondrinkers would show more sexual identity confusion than drinkers. In a society where nearly everyone drinks, abstainers may be "not drinking" because they fear the consequences of drinking. However, Zucker found no difference in sex-role identity between nondrinkers and moderate drinkers. Heavy drinkers were more masculine than nondrinkers, but nondrinkers did not display more sex-role identity confusion.

Jessor et al. (1968) presented a social learning theory of personality as applied to drinking. Briefly, this theory, as applied to college students, postulated that there are two important goals in college life: academic achievement or recognition and interpersonal liking or social affection. Failure to achieve either of these, they speculated, would lead to major frustrations and recourse to other activities, including drinking. Students who had low expectations of attaining academic success and peer liking were expected to be heavier drinkers than those who did not have these expectations. Measurements of expectations of satisfaction for several groups of college students were taken. It was found that the prediction held best for females; low expectations of success and affiliation were correlated with amount and frequency of drinking, frequency of drunkenness, and drinking-related complications. Correlations for men were in the expected directions but not statistically significant. However, both males and females lowest in achievement and affiliation expectations had more drinking complications. A second study showed that drinking had a different function among female students low in expectation of achievement and affiliation. They more often reported motivations to drink when lonely, sad, disappointed with themselves, or when they wanted to forget, create confidence, or feel less shy.

A somewhat more interesting and productive approach has been taken by Jessor and Jessor (1975) in studying the onset of drinking as a developmental event. This study is one of a few longitudinal studies of drinking in adolescents. It reports a study of some 218 students in junior high school who were not drinking in 1969. By 1972, the year of the follow-up, 129, or 59% had begun drinking when they were in senior high school. Four annual measurements were made between 1969 and 1972. The study examined a network of social and personality variables in an attempt to provide explanations for why some young persons began to drink and some did not and why, of those who did drink, some began earlier and some later. In brief, the results showed that abstainers exhibited "what may be termed a pattern of conventionality—a greater value on achievement or successful performance in the school setting, less value on independence relative to achievement, greater intolerance of deviant behavior, greater religiosity, greater involvement with parents and with friends whose outlook is similar to that of the parents, fewer friends who drink and friends who approve less of drinking, and greater involvement with church and grades while less involved in general transgression." The impression conveyed by this study is not very different from that derived from many cross-sectional studies comparing drinkers and abstainers. It paints a picture of adolescent abstainers as rather ambitious, family- and church-centred pillars of the community who would have difficulty escaping the designation of "cautious bores" among their drinking peers. Naturally, as drinking becomes more popular and abstention less popular, those few abstainers left will be defined as deviants.

Studies of Permissiveness and Availability

People used to think that young people drank because of "lax" conditions around them; this supposedly could be over-indulgent parents, "permissive" society, or anyone in authority who failed to exercise it. Many people think that sterner discipline by parents and teachers might lead to less drinking among young people. People also argue that alcohol is too available to young people because of the permissiveness of society. For the most part, the evidence does not suggest that a majority of young people are undisciplined or careless in their use of alcohol.

There are a few studies about general permissiveness. For

example, Straus's and Bacon's study of college students suggested that there were more drinking problems in colleges that were not tolerant of drinking. Some studies of children from families where parents were abstainers indicated that if they drank, they more likely had drinking problems (Globetti and Chamblin, 1966; Sholnick, 1958).

There are also studies from various countries that show that where restrictions on drinking are severe, drinking problems of a different nature arose. For example, Bruun and Hauge (1963) showed that in Scandinavian countries where there were strict controls on young people's drinking, they tended to drink out of doors and that there was more illicit drinking by underage drinkers than where restrictions were more lax. Other studies in the United States showed that where communities were permissive about alcohol, young people obtained their alcohol illegally from legal merchants. However, in strict communities young people tended to buy their alcoholic beverages from illegal sources such as bootleggers or older persons.

These findings have suggested to people that restrictive systems of control merely force youthful drinking underground or into places where it cannot be seen. However, it seems likely that both drinking and drinking problems are more common in situations of high availability and low restrictions. Smart (1977) studied the relation of students' perceptions of availability and their alcohol and drug use. The study was done among 4,678 students in grades 7 to 13 in Ontario schools. It was found that the ease with which students could get alcoholic beverages was a good predictor of drinking frequency. Where availability was high, students drank more often than when it was not. Perhaps firm conclusions about whether or not regulation should be strict depend on the result we want to achieve. Likely, strict controls reduce the overall amount of young peoples' drinking while leading to other types of problems, i.e., outdoor drinking and purchases from illegal sources.

There are also a few studies in situations where attitudes toward youthful drinking are highly permissive. For example, Globetti et al. (1977) studied high school students who were living on American military bases. Historically, heavy drinking among the military has been tolerated and even encouraged by both low army base prices for drinks and the general norms that associate heavy drinking with manliness. Unfortunately, comparison groups of nonmilitary students were not included.

would appear to be greatly under-represented in treatment facilities. Considering that there were about 145,000 alcoholics in Ontario in 1974 and about 4% are 21 or under, there should have been approximately 5,800 in treatment. So far, no survey has been made of how many young alcoholics are actually in treatment for their alcoholism either in Ontario or elsewhere.

From the studies made to date it seems that youthful alcoholics would rarely fit Jellinek's *beta* type, which is characterized by polyneuropathy, gastritis, and liver cirrhosis. The most common type seems to be *alpha*-continual dependence on alcohol with undisciplined drinking—or the *gamma* type, with physical dependence and loss of control. Cases of liver cirrhosis and polyneuropathy are apparently rare or nonexistent among young alcoholics seen in clinics or hospitals.

Summary

Drinking problems among young people include drunkenness, alcohol-related accidents, antisocial behavior, and alcoholism. Of these, the first two are the most common and least important. Drunkenness is increasing in some youthful populations as drinking frequencies have increased. Drinking and driving accidents are also increasing in Ontario. However, the majority of serious accidents among young people do not involve alcohol. Whether alcohol contributes directly to such antisocial behavior as delinquency is uncertain. These are some signs that it does not and that the heaviest drinkers among delinquents commit fewer crimes than light drinkers.

The extent of alcoholism or problem drinking among young people is difficult to determine. Most studies have been made of drinking symptoms and complications among college students. The complications include failure to meet obligations, loss of friends, accident or injury, and formal punishment. Signs of problem drinking include blackouts, amnesia, heavy frequent drinking, morning drinking, surreptitious drinking, seeking advice about drinking, etc. Several scales and a variety of methods for counting "problem drinkers" have been used. Estimates of the proportions of problem drinkers in youthful populations vary from 6% to more than 40%. Problem drinking is more common among males, heavy drinkers, Protestants, those who drank before age 12, and those who have a variety of personality problems, e.g., low self-esteem, dependency conflicts, etc. It

should be remembered however, that about half of the males defined as "problem" drinkers in college were not so defined in follow-up studies during adulthood. Females more often keep this designation.

Young alcoholics in treatment facilities have never been very common. They represent only about 4% of all alcoholics. Only a few isolated cases have been described in the literature up until the last few years, although data from several countries suggest that alcoholics coming to treatment facilities are now more often 21 or under than formerly. At present in Ontario, about 4% are 21 or under, whereas in 1964 there was none. Alcoholism in young people is most often the *alpha* or *gamma* type, e.g., continual dependence on alcohol with or without loss of control but few physical symptoms, such as liver cirrhosis.

TABLE 7 *Number of Times in Past Four Weeks Drinking Made Students High, Drunk, Pass Out, or Ill: Data from Two Orillia High Schools*

	High		Drunk		Pass Out		Ill	
	N	%	N	%	N	%	N	%
None	568	48.0	687	58.1	1,104	93.3	1,031	87.2
Once	186	15.7	198	16.7	60	5.1	124	10.5
Twice	156	13.2	123	10.4	10	.9	18	1.5
3 times	89	7.5	60	5.1	5	.4	3	.2
4 times	77	6.5	46	3.9	0	.0	0	.0
5 or more times	107	9.1	69	5.8	4	.3	7	.6
Totals	1,183		1,183		1,183		1,183	

reaching epidemic proportions. In fact, no figures are quoted to show that teenage alcoholism is increasing, although figures are given for drinking and drunkenness (Saltman, 1973). These reports are certainly alarmist and intemperate in their overstatement. It is worth examining the evidence for the existence of drinking problems among young people and the trends in these problems.

Naturally, how many "problems" one finds depends greatly upon how a "problem" is defined. We could define alcohol problems as alcoholism of the type usually seen in alcoholism clinics and marked by loss of control over drinking, liver disease, physical dependence, and withdrawal symptoms. From that definition we would arrive at an estimate that few drinking problems exist among young people. On the other hand, a problem could include alcohol-related car crashes, public intoxication, or drinking leading to social complications such as delinquency, school failure, and disturbed family and social relationships. If we accept the latter definition, then the numbers of problem-drinking young people is much greater. Some people would, of course, argue that any drinking among young people constitutes a problem, particularly if they are underage, or drinking without parental consent. Rather than trying to define the frequency and reasons for every conceivable problem, let us concentrate on the most important. From the point of view of their frequency and possible dire consequences these would seem to be: (1) drunkenness; (2) alcohol-related traffic accidents; (3) delinquency or antisocial behavior; and (4) alcoholism. None is unique to young people but they represent a developing concern, and are the reasons why treatment or social controls are required.

Drunkenness

It is difficult to decide how frequent drunkenness is among high school students. Much seems to depend upon the school, the area chosen for study, and how recent the data have been gathered. An important problem is that many of the earlier studies were done when the legal drinking age was 21 rather than the present 18 or 19. For example, seven American studies of adolescent drinking reviewed by Bacon and Jones (1968) indicate that only 11% to 17% of students had ever been drunk. Only 4% had been drunk in the past six months. However, the

would appear to be greatly under-represented in treatment facilities. Considering that there were about 145,000 alcoholics in Ontario in 1974 and about 4% are 21 or under, there should have been approximately 5,800 in treatment. So far, no survey has been made of how many young alcoholics are actually in treatment for their alcoholism either in Ontario or elsewhere.

From the studies made to date it seems that youthful alcoholics would rarely fit Jellinek's *beta* type, which is characterized by polyneuropathy, gastritis, and liver cirrhosis. The most common type seems to be *alpha*—continual dependence on alcohol with undisciplined drinking—or the *gamma* type, with physical dependence and loss of control. Cases of liver cirrhosis and polyneuropathy are apparently rare or nonexistent among young alcoholics seen in clinics or hospitals.

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VII

What is the effect of the new drinking age laws and why were they changed in Ontario and elsewhere?

There are two times when you can never tell what is going to happen. One is when a man takes his first drink and the other is when a woman takes her last.

O. Henry

I was born below par to the extent of two whiskies.

C. E. Montague

In many areas of North America laws were changed in the 1970s to allow persons under 21 to buy and consume alcoholic beverages. All Canadian provinces changed laws to allow 18- or 19-year-olds to drink legally between 1970 and 1974. Also, 27 states in the U.S. have reduced their drinking ages (see Table 10 for recent changes). At the time of the changes most people seemed to be very much in favor of them. Now that the new drinking laws have been in existence for a few years many of their effects appear to have been negative. Young people seem to be drinking more and to be having more problems from

TABLE 10 *Legal Drinking Age in Canada and the United States*

LEGAL DRINKING AGE BY PROVINCE			
Province	Present legal age	Former legal age	Date of change
Newfoundland	19	21	July 25, 1972
Nova Scotia	19	21	April 13, 1971
Prince Edward Island	18	21	May 15, 1972
New Brunswick	19	21	August 1, 1972
Quebec	18	20	July, 1971
Ontario	19	18	January 1, 1979
Manitoba	18	21	August 1, 1970
Saskatchewan	19	18	September 1, 1976
Alberta	18	21	April 1, 1971
British Columbia	19	21	April 15, 1970
North-West Terr.	19	21	July 15, 1970
Yukon	19	21	February, 1970

STATES THAT HAVE LOWERED THE DRINKING AGE

State	Present legal age	Former legal age	Date of change
Alaska	19	20	Sept. 25, 1970
Arizona	19	21	Aug. 13, 1972
Connecticut	18	21	October 1, 1972
Delaware	20	21	July 12, 1972
Florida	18	21	July 1, 1973
Georgia	18	21	July 1, 1972
Hawaii	18	20	March 28, 1972

TABLE 10 (Cont'd.)

STATES THAT HAVE LOWERED THE DRINKING AGE (cont'd.)

State	Present legal age	Former legal age	Date of change
Idaho	19	21	July 1, 1972
Iowa	18	21	July 1, 1973
Louisiana	18	21	Nov. 22, 1948
Maine	18	21	June 9, 1972
Maryland	18	21	July 1, 1975
Massachusetts	18	21	March 1, 1973
Michigan	18	21	Jan. 1, 1972
Minnesota	18	19	June 1, 1973
Montana	18	19	July 1, 1973
Nebraska	19	20	June 6, 1972
New Hampshire	18	21	June 3, 1973
New Jersey	18	21	July 1, 1973
New York	18	21	May 10, 1934
Rhode Island	18	21	March 29, 1972
Tennessee	18	21	May 11, 1971
Texas	18	21	Aug. 27, 1973
Vermont	18	21	Nov. 29, 1971
West Virginia	18	21	June 9, 1972
Wisconsin	18	21	March 23, 1972
Wyoming	19	21	May 25, 1973

drinking, especially problems of drunkenness and traffic accidents. A number of studies has been made of the effects of these laws both in Canada and elsewhere and it is worth examining what these studies show us about youthful drinking. Partly as a result of these negative effects and the growth of public opinion against them, several states and provinces have raised drinking ages again.

The Age Law in Ontario: a Social Experiment

The law in Ontario was changed on July 28, 1971, to allow people 18, 19, and 20 to drink and buy alcohol for the first time. What is not always recalled is that this change was part of a trend towards defining the age of majority as 18. The drinking law was not changed in isolation but it was only one of 37 statutes changed at the time. Some people speculated that young people were given drinking rights as a vote-getting technique. Indeed, an election did follow by only a few months (October, 1971), the first in which 18-year-olds could vote. Others speculated that young people were being allowed to drink because marijuana and speed use was very prevalent. Complaints were often made that 18-year-olds could more easily buy marijuana than beer and that this situation was unacceptable. Legalizing drinking, it was said, would only make beer (and other beverages) available to compete with some of the illicit drugs.

The debate in the legislature on the age bills didn't reflect any great concern with illicit drugs or vote getting. Most of the debate put the issue on the age of majority. Persons 18 and over had been allowed to vote in federal elections for some time and were allowed to vote in some other provinces (e.g., Quebec, Saskatchewan, Manitoba). Concern was also expressed in parliament about the extra responsibilities given to young people. At about the same time, some 37 statutes were changed to define the age of majority as 18. These statutes made young people responsible for their debts and allowed them to sign contracts. Since young people paid taxes and could join the military, drive cars, and vote federally, it did not seem unreasonable that they should want and be allowed to drink. The new drinking age law received the support of all three political parties in Ontario. Naturally, it was heavily supported by young people themselves.

There appeared to be no rush for young people to buy drinks after the new law. Newspaper reports at the time sug-

gested that bar and tavern owners braced themselves for an onslaught of heavy drinking youth. It never came. Concern was also expressed about how those 14 to 17 would be kept out of bars, since they often appear to be 18 years and could use borrowed identity cards. Although no great increase in drinking immediately followed the new law, more young people seemed to be drinking. Several newspaper articles carried stories about 21- to 25-year-olds being unwilling to drink with the younger crowd. The clientele in many bars and taverns gradually changed so that a large number became youth oriented. Over the last months of 1971, many bars shifted their entertainment acts to please a younger audience: more rock groups, go-go clubs, and discotheques appeared. Disgruntled "older" patrons felt the generation gap between themselves and the new drinking crowd too great and gave up their regular drinking places. Waiters complained of lower tips from the "high schoolers." Some bar owners suggested that it was better to have a room full of heavy drinkers than the new group, which would occupy space but not drink very much. Clearly, not everyone was happy with the new drinking law. As time passed, more evidence accumulated about the adverse results of the new law. Smart and Goodstadt (1977) have summarized the empirical evidence on its effects.

Effects of New Age Law on Drinking in Ontario

It was by no means certain that the new law would have any influence on drinking. Other provinces and states had changed their laws but no study of their effects had been made. No remarkable effects were obvious in those places.

Many people argued that changing the law would only legalize the status quo and bring young drinkers under the watchful eyes of parents. People under 21 were already known to drink and making it legal might have no effect. Another possibility was that lowering the age would encourage parents to drink with their children. Because drinking was illegal for 18-year-olds, some parents were reluctant to train their children in safe drinking practices. Before parents got around to it, the argument went, their children would be drinking outside the home in an uncontrolled way.

It was with all of these considerations in mind that Smart and Schmidt (1975) made some studies of drinking both before and after the new law. In all, four studies were made:

- (1) a study of alcohol shipments for 1970 and 1971;
- (2) a comparison of reported alcohol use among high school students in Toronto in 1970 and 1972;
- (3) a study of attitudes and buying behavior of college students;
- (4) a study of attitudes of vice principals to the effects of the new laws.

Effects on Young People's Alcohol Purchases

In the first study, data were collected from the Ontario Liquor Control Board on monthly shipments for 1970 and 1971. Data were obtained for beverages consumed in bars, taverns, and beer parlors (on-premise) and bought from package stores (off-premise).

Average expenditures of 18- to 21-year-olds for on-premise consumption exceeded the expenditures of those over 21 in the case of beer, wine, and spirits. The changes in off-premise proportions were comparatively small. On the basis of the data available, it is not possible to attribute the latter changes to the young drinkers. But the more substantial changes in on-premise expenditures were probably the result of lowering the drinking age. These estimates represent consumption in addition to the level of alcohol use that prevailed prior to the lowering of the legal drinking age. According to an Ontario survey of 1968, 68% in this age group used alcoholic beverages and their reported average consumption was slightly less than one-half of the average for Ontario drinkers as a whole. Our estimates of the sales to 18- to 21-year-olds subsequent to the change in drinking age indicate that this earlier consumption level increased considerably after the new age law was introduced. Apparently, lowering the drinking age not only legalized the status quo, but it also resulted in a considerable increase in consumption among those affected.

Effects of Drinking on High School Students

As part of a larger study of drug use among Toronto high school students, questions were asked about the frequency of alcohol use. In 1972, students were asked whether their drinking increased, decreased, or stayed the same after the new law (Smart and Fejer, 1974). A 1970 sample included some 6,882 students in grades 7 to 13. In 1972, some 6,627 students were interviewed. The sample included about one-fifth of the high

school districts in Metropolitan Toronto. From each district 120 students were selected at random from each of grades 7, 9, 11, and 13. The same sampling system was used in 1970 and 1972 in that the same schools and grades were used.

The frequency of use of alcohol in 1970 and 1972 is shown in Table 1i for students in grades 7, 9, 11, and 13. It can be seen that the proportion of users went from about 60% in 1970 to 70% in 1972. The largest increases are in the "most frequent use" categories—nearly twice as many in 1972 as in 1970 drank four or more times a month. The less frequent use categories decreased, or increased only slightly.

When students were asked about changes in their own drinking since the new law, the results were as follows: 40.5% no change; 26.7% no drinking; 20.1% more drinking; 3.7% less drinking; and 9% who started after the new law. There was a close association between changes in drinking and frequency of consumption, with the most frequent drinkers more often reporting increases in drinking and less often reporting decreases in drinking.

Effects on College Students' Drinking

A total of 448 first-year students between the ages of 17 and 21 years completed a questionnaire during February, 1972. Students at a variety of community colleges (60%) and at a university in Toronto (40%) participated in the study.

When asked whether the new law made a difference in how often they drank, the majority (57%) claimed they drank the same before and after the new law; exactly the same percentage of males and females made this reply. However, females were twice as likely as males—10% compared to 5%—to report no change because they didn't drink before the new law and still didn't afterward. Slightly more males than females—25% compared to 21%—reported an increase in drinking. As age increased, so did the percentage of students reporting no change in their drinking behavior, and the percentage reporting they used less since the change in the law.

Regular drinkers appeared to have increased their drinking more than casual drinkers. About 25% of the regular drinkers, those drinking four or more times a week, and 32% of those who drank once or twice a week, drank no more often than

TABLE 11 *Frequency of Alcohol Use by Students in Grades 7, 9, 11, and 13 in Toronto High Schools in 1970 and 1972*

	1970		1972	
	%	f	%	f
None	39.8	2,742	29.4	1,949
Once per month	28.7	1,977	24.5	1,622
Twice per month	11.8	813	13.1	872
Three times per month	6.9	475	9.7	640
Four or more times per month	12.7	875	23.3	1,544
Totals		6,882		6,627

$\chi^2 = 375.89$ $p < .001, d.f.$

before the change. Only 5% of those who drank only once a month or less frequently reported they drank more frequently.

The students claimed the new laws had very little effect on the amount they usually drank on each occasion. Slightly more students (6%) claimed that they drank less on each occasion than reported drinking more (5%). Eighty-nine percent reported no change.

Several questions were asked about visits to bars, taverns, and pubs. About 55% of students reported that they attended bars, taverns, and pubs more frequently than before the laws were changed. Only 4% attended less frequently and 41% claimed their attendance had not changed. Fifty-eight percent of the men reported going out more often and 6% less often to bars and pubs. Comparable figures for women were 52% and 3% respectively. The increase in attendance at licensed outlets occurred more frequently among 18- and 19-year-olds and among the more frequent drinkers. The percentage of students who attended bars and pubs three or more times per week doubled from 3% to 6%; those going once or twice a week doubled from 12% to 24%; those going two or three times a month increased from 16% to 24% and the percentage never going to these establishments decreased from 29% to 10%.

Students were asked whether there had been a change in how frequently they drank at home with their parents' consent and how often they drank at home before and after the new laws. The new laws appeared to have very little impact on drinking at home compared to drinking at licensed outlets. While 54% of the students reported an increase in attendance at bars, taverns, and pubs, only 19% reported more frequent drinking with their parents. Slightly more females than males indicated an increase in drinking at home.

The new law led to more frequent purchases by 43% of the male and 35% of the female students. Three percent of the males reported fewer purchases and 2% of the females gave this answer. Approximately 40% of the students under 21 reported they had increased their frequency of purchases since the changes in the liquor laws. This compared to 25% of those 21 years old. The percentage of students reporting that they never made purchases at stores before the new laws was directly related to age. Eighty-one percent of those 18, 64% of those 19, 61% of those 20, and 45% of those students 21 years of age had previously never made purchases.

The students were asked whether the new law changed how often they were too affected by drinking to drive safely. Half the respondents claimed they never get too high from drinking to drive safely. One-third claimed no change, 4% said they were affected more, 3% said they were affected less, 6% didn't drive, and 5% did not reply. Almost equal numbers of males reported an increase as reported a decrease in the frequency with which they drank too much to drive safely. Seven percent reported they drank more often and 6% less often.

Opinions from Vice Principals on New Age Laws

Six months after the new law was passed, all vice principals of Toronto high schools and junior schools were asked for their opinions. Their views are particularly important because vice principals are usually responsible for discipline in schools. In all, 183, or 86% of those asked, replied.

Slightly more vice principals were not in favor of the law than were. The attitudes of the vice principals toward lowering the drinking age were closely related to how they answered the other questions. Those who were highly favorable toward the change tended to report little negative change in student behavior. The reverse was true for those with a highly unfavorable attitude. It is impossible to determine whether the vice principals' attitudes toward the law affected their perceptions of student behavior, or whether actual student behavior produced the attitudes toward the change.

The vice principals were asked whether they thought the new law had made any difference in "how young people drink." Two-thirds felt that young people drank more, 28% claimed no change, and 4% did not reply. None believed young people drank less than before the law was changed. While there was consensus that the amount of drinking had not decreased there was little consensus as to whether it had increased. About 70% of those who were highly favorable believed that no change had occurred in amounts drunk by young people. Of those unfavorable to the new law, 93% claimed no change had occurred in the amount drunk by young people.

About 50% of the vice principals reported no increase in drinking on school property, one-third said there had been an increase, and the remainder did not reply. The more favorable the respondents were to the new law, the more likely they were

to report no increase and vice versa. Eighty percent of those who were highly favorable to the new law reported no increase, compared to 31% of those who were highly unfavorable.

Those favorable to the law reported little drinking at noon and few disciplinary problems, while those unfavorable to the law did report problems. Overall, 40% reported more drinking at noon, 40% reported no increase, and 20% were uncertain or didn't reply. Thirty-four percent reported more alcohol-related disciplinary problems, 60% reported no increase, and 6% were uncertain.

About one-fifth of the respondents reported more absenteeism, which they suspected to be related to student drinking. Sixty percent claimed no increase and 18% were uncertain or did not reply.

Results concerning signs of hangovers among students were almost identical to those for absenteeism. Twenty-three percent reported more signs of hangovers, 57% reported no increase, and 20% were uncertain or did not reply.

While one-quarter of the vice principals were uncertain as to whether there was more discussion of drinking among students, 43% reported more and 29% no increase. Two-thirds of those highly favorably disposed to the new law reported an increase in discussion, compared to only one-fifth of those highly unfavorable.

Three related questions were asked regarding changes in student drinking at high school functions. More than 50% of the respondents believed that more students drank before and during school functions. Between one-quarter and one-third reported no increase. Approximately the same proportion of respondents reported that more students appeared "high" at school dances as reported no change. Forty-three percent noticed more "high" students, 39% did not notice more, and 18% were undecided or did not reply. "High" was defined in the questionnaire as "too high to drive a car safely."

In summary, more vice principals agreed than disagreed that there were more students discussing alcohol, arriving at school functions after drinking, and appearing "high" at school functions. The proportion agreeing and disagreeing about drinking during lunch hours was about equal. For all other behavior, those who disagreed outnumbered those who agreed.

A Study of Drinking-Age Changes in the United States

Only one study has been made of the effects of the age changes on drinking in the United States (Smart, 1977). In this study, comparisons were made in per capita consumption for the states that changed and did not change their age laws. Data were gathered for the year before and the year after the change for beer, wine, and spirits separately. It was found that per capita consumption on the average went up for states that lowered drinking ages. The largest changes were for beer and wine, with none for spirits. This would be expected as most young people consume beer when they first start drinking. Some states experienced very large changes and some no changes at all in per capita consumption.

The Effects on Alcoholism among Young People

A great deal of evidence shows that when per capita alcohol consumption is high, problems such as alcoholism and liver cirrhosis are also high. Countries with the highest rates of consumption, such as France, also have the highest rates of problems from alcohol, e.g., hospital admissions, liver cirrhosis-related deaths, and alcoholism. This would lead us to expect that where drinking increases significantly eventually more chronic alcohol problems result. Since drinking has increased among young people, they probably will begin to have more alcohol problems that necessitate some treatment.

Increases in numbers of young alcoholics in treatment facilities have been assumed by a number of clinicians. In 1974, data on the ages of first admissions were collected from ARI alcoholism facilities and from a large detoxification centre (Smart and Finley, 1975). There were no alcoholic admissions for people under 21 in 1964 but by 1974 those under 21 were 4.4% of all first admissions. Almost all of the change occurred since the new law was passed in 1971.

Very few admissions to the detoxification facility were under 21 in 1971—only 1.1%, with 6.8% under age 30. By 1974, however, 3.5% were under 21 and 10.4% were under 30. Again these are remarkable differences.

The changes in admissions at both types of facilities show more young people are having serious drinking problems, serious enough to come to treatment and drying-out centres. Of course, it is important to continue these studies to see how

young people are affected over a long time period. If the current increases were to continue, the next generation could see 10% to 15% of the clinic alcoholics under 21 years of age. This would mean a drastic increase in all types of problems for young people—social, school, and employment.

Effects on Drunkenness Arrests

It would be expected that arrests for public drunkenness would increase markedly after the new law. Table 12 shows the data for drunkenness and other Liquor Control Act violations in Toronto (chiefly drinking under age). On the average, more young people have been involved in drunk arrests since 1971. Unfortunately, the proportions show some fluctuation and are difficult to interpret for that reason. However, by 1976 the proportion had fallen to a low level similar to that before the new law. It would appear that the effects of the new law on youthful public drunkenness were temporary.

The Effects of the New Age Law on Traffic Accidents among Young People

Probably increases in alcohol-related accidents were the least anticipated effects of the new law. With young people drinking more, more traffic accidents involving alcohol and more impaired driving can be expected. About 75% of people aged 18 to 21 have a driver's license and many young people drink and drive on some occasions (Casper and Mozersky, 1968). If there are more drinking occasions, especially at bars and taverns, then more drinking-driving offenses will occur.

Several studies of changes in alcohol-related accidents have been made in different provinces and states. An interesting study for Ontario was conducted by Schmidt and Kornaczewski (1973). They examined how drinking accidents in Ontario between 1967 and 1971 had changed in different age groups. Some of their data is shown in Figure 2. Even cursory examination shows that young people (i.e., aged 15 to 19) made a far greater change in representation among drinking drivers in 1971 than in any previous year. Changes in all other age groups were much smaller and most of them actually decreased their representation in drinking accident statistics. Only the group aged 20 to 24 also showed an increase and it was much smaller than that for those 15 to 19.

TABLE 12 Percent of Persons Charged With Drunkenness and Other Breaches of the Liquor Control Act (LCA) in Toronto, 1968-1977—Under 18 Years of Age

	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977
LCA—Drunk	6.32	1.98	.26	2.65	6.78	7.60	8.97	0.64	1.40	1.40
LCA—Other*	52.95	45.94	39.87	50.09	39.58	39.50	39.19	23.56	21.82	28.95

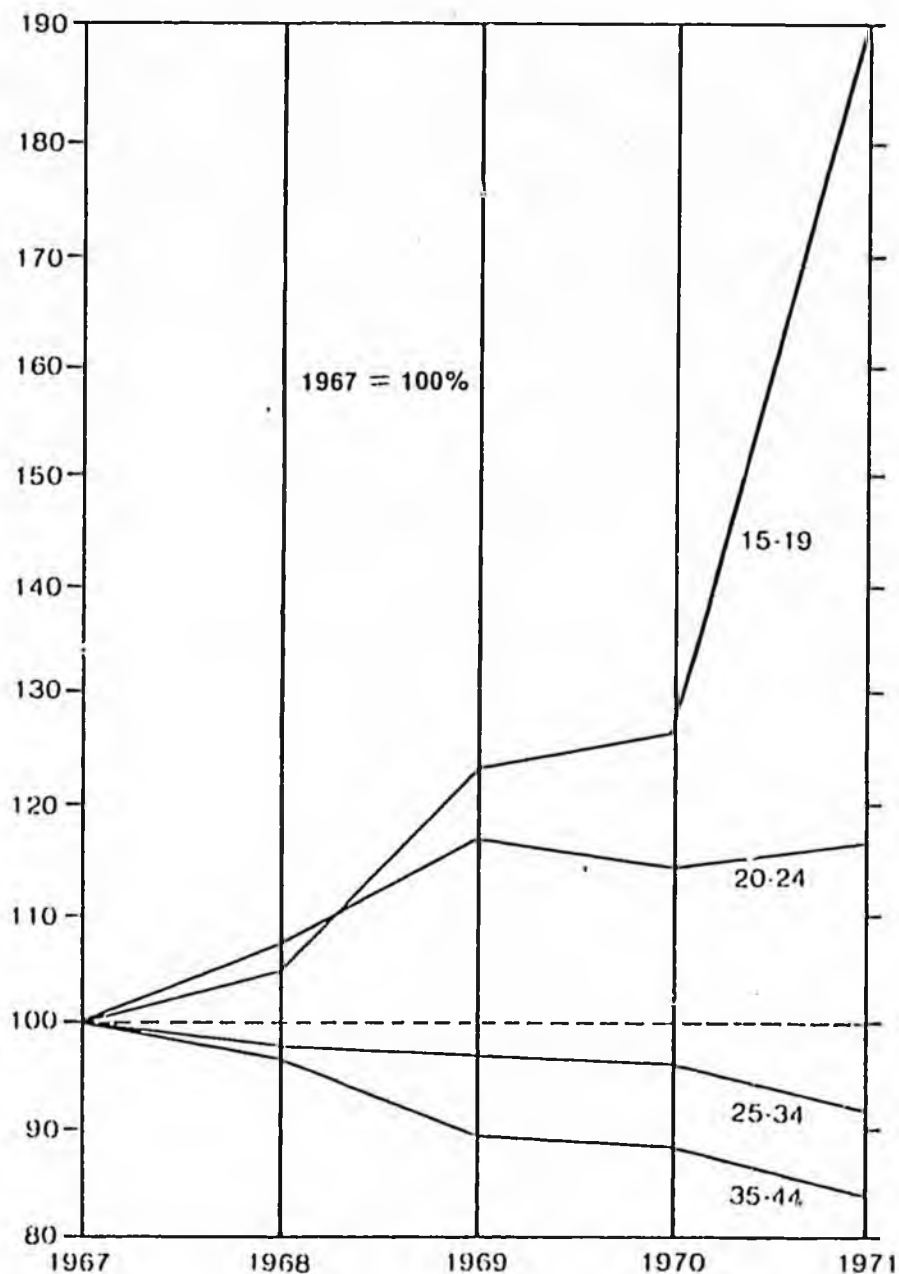
*A category including chiefly drinking under age, drinking in cars and other public places.

An important study by Whitehead (1977) was done in Ontario soon after the law was changed. This study examined records of male drivers in London, Ontario. After the reduction in the drinking age there was a 33% increase in alcohol-related accidents among 18-year-olds and a 34% increase among 19-year-olds. Increases were far lower among 24-year-olds (only 20%), who were not affected by the new law. There has been some debate about whether the changes would have occurred even without the law (e.g., Zylman 1974). However, this study was enlarged and extended in 1977 (Whitehead, 1977) and the final conclusion was that "the change in the law is associated with an increased rate of alcohol-related collisions among 18- to 20-year-old drivers and among 16- to 17-year-old drivers." It should be noted that alcohol-related accidents increased among 16- and 17-year-olds who were supposedly too young to be drinking. No doubt, lowering the age from 21 to 18 made it easier for them to drink.

Two studies in the United States have also examined changes after drinking age decreases. They are valuable because they include comparisons of states in which there has been no change. A study done at the Insurance Institute for Highway Safety (Williams et al., 1974) compared three states that had kept their drinking age at 21 (Indiana, Illinois, Minnesota) with Michigan, Wisconsin, and Ontario, which did not. This study showed that both single-vehicle fatal crashes and night-time crashes occurred more often in young people (under 21) after the law was changed. There was no comparable increase in areas that did not change the law. Unfortunately, this study also found increased accidents among those aged 15 to 18, who ought not to have been affected by the new law. This data suggests, as do other studies, that decreasing the drinking age probably allows increased access to alcohol by those who are younger than 18. The IIHS study showed that in the first year the new law probably led to 29 excess deaths in Michigan, 28 in Ontario, and 13 in Wisconsin.

A similar study by Douglass and Filkins (1974) used data from Michigan, Vermont, and Maine, which lowered drinking ages. These states were compared with two that did not change (Pennsylvania and Texas). Increased accidents due to alcohol were found in Michigan and Maine but not Vermont. It may be that Vermont failed to change because it is relatively small and surrounded by areas with lower age laws. Recently this study

FIGURE 2 *Change in the Proportional Representation of Various Age Groups of Drinking Drivers in Accidents Ontario 1967-1971*
1967 = 100%



was extended and data up to 1976 was included (Flora, 1978). The conclusion was further supported that reducing the drinking age had cost lives in drinking accidents in Michigan.

The Reversal of Drinking Age Laws in Ontario and Elsewhere

In several areas of North America, public debate about the beneficial and harmful effects of the new age laws began shortly after their passage. The public in Ontario and elsewhere became aware of higher rates of alcohol-related accidents, and more drunkenness on the part of young people. School officials and teachers complained of students being able to drink at noon hour and return to school too intoxicated to learn. Certain types of school events, such as dances and football games, often became occasions for heavy drinking. There was also some awareness of increased absenteeism and disciplinary problems for high school students. On the positive side, it was argued that drinking was a natural civil right owed to all adults. The problems experienced might be only temporary and young people would eventually take responsibility for their own drinking. In general, young persons seemed in favor of a low drinking age and older persons did not.

The outcome of the debate in several areas was to partially reverse decisions to lower drinking age laws. In Saskatchewan it was decided to raise the drinking age to 19 again in 1976. Similar decisions were taken in Minnesota and Maine. Unfortunately, no studies have been made of the effects of raising the drinking age in Saskatchewan or Minnesota. Such studies take considerable time to do, particularly if they involve the use of such government records as traffic accident data, which may be as much as a year late in appearing.

In Ontario, the government raised the drinking age from 18 to 19 on December 31st, 1978. (It should be noted that in Ontario the age was not returned to 21, as it had been in 1971.) This change came as a result of several kinds of influence. Public opinion and debate as reflected in newspaper stories and the like seemed to favor a change--concern was often expressed in 1975 and 1976 about the large increase in youthful drinking and alcohol-related accidents. A study of public opinion done in 1976 in London, Ontario, indicated that almost 48% of adults were in favor of increasing the drinking age, most of them to

age 20 (Ennis et al., 1977). A larger study (Ogborne and Smart, 1978) done all over Ontario in 1977 indicated that 68% of adults wanted the drinking age set at 19 or above. Probably when the law was first changed in 1971 adults were mostly neutral or in favor of it but as experience with the law's effects increased, opinion shifted in a negative direction.

A significant event in the Ontario debate was the appointment of the Jones Commission, established by the government to elicit public reaction, examine the evidence, and recommend measures for dealing with youthful drinking problems. This commission conducted public meetings with both adults and youths across the province, and reviewed expert opinion from such government agencies as the Addiction Research Foundation and the Ministry of Health. The report of this commission made a large number of recommendations, including decreasing lifestyle alcohol advertisements, increasing educational efforts, making nonalcoholic beverages more available in bars, and increasing the drinking age to 19. The report became available in 1976. Another government committee was concerned with highway safety and it held deliberations in 1977. This was an all-party committee of the legislature termed "The Select Committee on Highway Safety." Although not concerned solely with youthful driving problems, this select committee recommended an increase in the drinking age to 19. The report became available in mid-1977.

The decision to reverse the age law was announced by the government in May of 1978 after a private member's bill had been sponsored by the opposition in the Ontario Legislature. It seemed to have broad public and political support and it was recommended by the Addiction Research Foundation as well as others such as home and teacher's associations and headmasters' groups.

At present, we cannot be positive whether the decision has substantially affected young people's drinking. It is a logical expectation that it should but empirical evidence is not available yet. It will probably have its greatest effect in combination with other measures, rather than solely on its own. Fortunately, the government raised the drinking age at the same time as it created new measures for better identification cards with the bearer's picture, provided higher penalties for serving alcohol to minors, severely restricted lifestyle advertisements, and im-

proved alcohol education in schools. If the new alcohol control measures in Ontario have a major effect on drinking and driving problems among young people it will be difficult to decide exactly which measure has been most significant.

As of January 1, 1979, 19-year-olds and those who turned 18 in 1978 were allowed to drink in Ontario. As of January 1, 1980, all new drinkers had to be aged 19 or older and the last 18-year-olds became 19. The insertion of this "grandfather" clause into the law meant that its effects will not be felt for some time and that efforts to evaluate those effects will be delayed for several years.

Summary

The data relevant to the age change are consistent except for those for public drunkenness. Areas that lowered drinking ages have experienced far more drinking and alcohol-related traffic accidents than those that did not. In Toronto, however, drunkenness convictions did not increase after the new age law. No data are yet available from areas that raised drinking ages after initially lowering them, so it is still too early to judge the effects of this move. It seems most unlikely that any area would raise drinking ages to former levels. One problem, of course, is that the drinking age is frequently tied to age of majority. To change one without changing the other would likely be unpopular. It should be remembered, too, that persons 18 and over vote and form an important constituency. They might punish any government at the polls that decided to remove their rights piecemeal. Probably age changes ought to have been introduced more slowly (only beer) and in conjunction with a careful education campaign. In all provinces and most states, changes have already been made, but some areas can still benefit from the mistakes made by others. We know, too, that it is possible to change drinking age laws back to their earlier levels or at least to higher levels than 18. Public opinion in several areas seems to favor this more and logical arguments suggest it would be beneficial. Probably the greatest impact of such an increase would occur when combined with other measures such as penalties for serving underage drinkers and reductions in alcohol advertising.

Recently the age for drinking has been increased to 19 in Ontario. This change may have an important beneficial effect

by largely removing drinking from high schools. Also, it indicates that the government is serious about drinking problems among young people and intends to do something about them. Whether changing the age by only one year can have a large impact is debatable. Many studies will be needed to examine the effects of this change and they will take some time to complete as the law contains a "grandfather" clause.

1981

The Effect of Raising the Legal Minimum
Drinking Age on Fatal Crash Involvement

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The Effect of Raising the Legal Minimum
Drinking Age on Fatal Crash Involvement

ABSTRACT

In the early 1970's, many states in the U.S. lowered their legal minimum drinking ages, resulting in increased fatal crash involvement among young drivers. Beginning in 1976 and continuing into the 1980's, some of these states raised their drinking ages. The present study, conducted in nine states in which the drinking ages were raised, found that this resulted in reductions in fatal crash involvement among drivers the law changes applied to, especially in types of fatal crashes in which alcohol is most often involved. The reductions in the nighttime fatal crash involvement of such drivers, that occurred in eight of the nine states, ranged from 6 to 75 percent. On average, a state that raises its drinking age can expect about a 28 percent reduction in nighttime fatal crash involvement among drivers the law change applies to. It was estimated that in the 14 states that had raised their drinking ages as of January 1981, the result each year is about 380 fewer young drivers involved in nighttime fatal crashes. In the 31 states that still had a legal minimum drinking age less than 21 as of that date, it is estimated that each year there could be about 730 fewer young drivers in nighttime fatal crashes if the legal drinking age were raised to 21.

In the early 1970's, more than half of the states in the U.S. lowered their legal minimum drinking ages -- in most cases from 21 to 18 -- for the purchase of some or all alcoholic beverages. Research indicated that this legislation resulted in increased crash involvement among young drivers.^{1,2} In a study of various states and Canadian provinces that reduced their drinking ages from 21 to 18, there were significant increases in fatal crash involvement -- particularly in nighttime and single vehicle crashes in which alcohol is most often involved -- of drivers under 21 in these areas, compared with adjacent areas that did not reduce their drinking ages. These increases occurred not only among 18-20 year olds, who were directly affected by the law change, but also among 15-17 year olds.¹

As a result of these findings and other reports of growing teenage alcohol-related problems, many states that had lowered their legal minimum drinking ages in the early 1970's raised them beginning in 1976. By the end of 1980, 14 of the 30 states that had lowered their drinking ages for the purchase of some or all alcoholic beverages had raised them, although not necessarily back to the original ages. In this paper, a study of the effect of raising the drinking age on fatal crash involvement of teenage drivers is reported.

METHODS

Research Design

Nine states, all of which raised their legal minimum drinking ages between September 1, 1976 and January 1, 1980, were studied. Four states that raised their drinking ages during 1980 were excluded, because the law changes were too recent for their effects to be measured using data available when the

study was conducted. New Jersey, which raised its drinking age from 18 to 19 on January 2, 1980, but included a "grandfather" clause permitting those already 18 before that date to drink, was also excluded.

Each of the nine states was paired with a comparison state in which the legal minimum drinking age remained unchanged during the study period. Comparison states were chosen on the basis of geographic proximity to law-change states and comparability with law-change states with respect to numbers of crash fatalities. Table 1 shows the law-change and comparison state pairs, and drinking age regulations in each state.

Table 1 goes here

Data on driver involvement in fatal crashes from January 1975 through September 1980 were obtained from the Fatal Accident Reporting System (FARS).^{*} Only drivers of motor vehicles -- automobiles, light trucks, vans, on-off road vehicles -- were included.

Alcohol is a major factor in fatal motor vehicle crashes in general, but is particularly likely to be involved in nighttime fatal crashes (9:00 p.m. - 5:59 a.m.), especially single vehicle nighttime fatal crashes.³⁻⁵ This subset of crashes therefore received special attention during the study.

The duration of post-law periods studied ranged from nine months (Illinois) to three years (Minnesota). In two states that raised their drinking ages from 18 to 19 but had a "grandfather" clause that permitted those already 18 years

^{*} FARS is a computerized data base containing information on motor vehicle fatalities in the 50 states, the District of Columbia, and Puerto Rico. The data are collected by the state governments under contract to the National Highway Traffic Safety Administration. Police accident reports are the primary source of data, supplemented by data from medical examiners and other sources.

old to drink, the 12-month period following the law change dates was excluded. Pre-law and post-law periods for the nine states are shown in Figure 1. The ages to which the law changes apply are also given for each state in Figure 1.

Figure 1 goes here

Fatal crash involvement of drivers younger than those covered by the laws (starting with age 15) was also studied because of the possibility of spillover effects in these ages when alcoholic beverages could no longer be obtained legally by older teenagers. As a control, drivers older than those to whom the law changes applied (through age 21) who could drink legally in law change states throughout the study period were also included.

When a state changes its drinking age, there are possible effects on fatal crash involvement in adjacent states, both in the age groups the law changes apply to, and among their younger and older associates. These effects can be positive or negative. For example, if a state raises its drinking age from 18 to 21 and a neighboring state has an 18-year-old drinking age, then 18-20 year olds in the law-change state may travel to the neighboring state in order to drink legally, and may crash there. On the other hand, if a neighboring state has a 21 year old drinking age, 18-20 year olds in that state may no longer travel to the law-change state to drink, and consequently may crash less in both states.

These and other possible effects have a bearing on the research design used in the present study, which involved comparing law-change states with neighboring (although not necessarily contiguous) states, and also must be considered in assessing the net effect of states raising their legal minimum drinking age. It was found, however, that the number of drivers of the age

groups studied with out-of-state licenses in fatal crashes in law-change and comparison states in the pre- and post-law periods was small (less than 10 percent of the total). More importantly, the number of drivers in fatal crashes in law change states that were licensed in the comparison states (and fatal crash involved drivers in comparison states that were licensed in the law-change states) was less than one percent of the total.

Analyses based only on drivers licensed in the state in which the crash occurred produced the same results as analyses based on all drivers; the latter measure was therefore used.

Statistical Analysis

If raising the drinking age reduces driver involvement in alcohol-related fatal crashes, nighttime fatal crashes would be expected to be reduced more than daytime crashes (and single vehicle nighttime fatal crashes more than multiple vehicle daytime fatal crashes). In other words, the ratio of night-to-day fatal crashes in a law-change state would be greater before the law change than after it. This can be shown in a 2 x 2 table as follows:

<u>Time of Crash</u>	<u>Time Period</u>	
	<u>Before Law Change</u>	<u>After Law Change</u>
<u>Night</u>	n_{11}	n_{12}
<u>Day</u>	n_{21}	n_{22}

and
$$\frac{n_{11}}{n_{21}} \geq \frac{n_{12}}{n_{22}} \quad (1)$$

A statistical measure that compares such ratios is the log odds ratio,⁶ defined as:

$$\beta = 2n \frac{n_{12}/n_{22}}{n_{11}/n_{21}} \quad (2)$$

Positive values of β correspond to increases in the night/day ratio, negative values to decreases, and $\beta = 0$ whenever the ratio is unchanged. Except for small samples ($n \leq 5$) the distribution of β is asymptotically normal and its variance is approximately:

$$\sigma_{\beta}^2 = \frac{1}{n_{11}} + \frac{1}{n_{12}} + \frac{1}{n_{21}} + \frac{1}{n_{22}} \quad (3)$$

The hypothesis of no change in the night/day ratio subsequent to the law could therefore be tested in terms of the approximately standard normal test statistic $Z = \beta/\sigma_{\beta}$. Large negative values of Z would indicate a reduction in this ratio; large positive values an increase.

To rule out the possibility that changes in the ratios in law-change states were part of a regional trend, the log odds ratio for a law-change state (β_l) was compared with the log odds ratio of the non-law change (comparison) state with which it was paired (β_c). To calculate β_c data for the comparison state were split into before and after periods that coincided with these periods in the law-change state. Positive, zero or negative values of the difference $\Delta\beta = \beta_l - \beta_c$ are indicative of greater, equal or smaller increases in the law-change state than in the comparison state. The variance of this test statistic is $\sigma_{\Delta\beta}^2 = \sigma_{\beta_l}^2 + \sigma_{\beta_c}^2$ and $\Delta\beta/\sigma_{\Delta\beta}$ is again standard normal if the change in the night/day ratio was the same in both states.

To rule out the possibility that changes observed in age groups covered by the law (and younger ages) were part of a trend in the night/day ratio that occurred in other age groups in law change states, log odds ratios in law-change and comparison states were compared for older drivers through age 21, to whom the law change did not apply. This was done by comparing $\Delta\beta_a$ for the law-affected group to a similarly calculated $\Delta\beta_o$ for the older age group. As before, the variance of $\Delta\beta_a - \Delta\beta_o$ is equal to $\sigma_{\Delta\beta_o}^2 + \sigma_{\Delta\beta_a}^2$ and the test statistic is $(\Delta\beta_a - \Delta\beta_o)/(\sigma_{\Delta\beta_a}^2 + \sigma_{\Delta\beta_o}^2)^{1/2}$ which is standard normal in the absence of a difference between the $\Delta\beta$'s.

The log odds ratios were also used to estimate changes in the number and percentage of drivers in nighttime fatal crashes resulting from the law. Consider now the 2 x 2 x 2 contingency table for a given age group:

		State			
		Comparison		Law-Change	
		Before	After	Before	After
Time of Crash	Night	a	b		x
	Day	c	d	g	h

If the two odds ratios are the same then,

$$\frac{xg}{eh} = \frac{bc}{ad} = e^{\beta_c} \quad \text{and } x = bceh/adg.$$

Now if, instead of x, the cell frequency is actually n, then the difference

$$\Delta n = n - x = n [1 - e^{\beta_c - \beta_d}] \quad (4)$$

is the change in drivers involved in nighttime fatal crashes in the law-change state after the law went into force. This change can be expressed as a percentage:

$$\Delta P = 100 \frac{\Delta n}{x} = 100 [e^{\Delta \beta} - 1] \quad (5)$$

Estimates of net changes in fatal crash involvement due to the laws were obtained by comparing the estimated changes for the age group covered by the law (ΔP_a) with the estimated change (ΔP_o) for the older group. Applying formula (5) for both age groups leads to the estimated net change due to the law for the law-affected group:

$$\Delta P_k = \text{Net change in state k} = \frac{\Delta P_a - \Delta P_o}{1 + \Delta P_o} \quad (6)$$

These methods were also used to determine what changes occurred in driver involvement in single vehicle nighttime fatal crashes and in all fatal crashes.

Data from the matched state pairs were analyzed by means of these methods in three different ways. The simplest analysis was based on data pooled across the nine law change and nine comparison states. In this analysis the pooled data were treated as if all of it had come from one change and one comparison state. This analysis disregards the variation between the states.

In the second method the "typical" change attributable to the laws was estimated as the average of the nine separate state estimates:

$$(\Delta P)_{av} = 1/9 (\Delta P_1 + \dots + \Delta P_9) \quad (7)$$

The corresponding estimate for the variance of ΔP_k is

$$\sigma^2 = 1/8 \sum_1^9 (\Delta P_k - (\Delta P)_{av})^2 \quad (8)$$

and so the 95 percent confidence interval for the average is $(\Delta P)_{av} \pm 1.96 \sigma/\sqrt{9}$.

National projections for the estimated impact of already existing laws and the impact of further law changes were estimated on the basis of $(\Delta P)_{av}$.

Finally, to estimate the percentage change in driver fatal crash involvement that occurred in law-change states during the study period, the estimated changes were summed across the law-change states and divided by the estimated sum of the number of drivers that would have been in fatal crashes without the law change. This estimate corresponds to the "aggregate" change due to the laws. The aggregate change is a weighted average of the changes, whereas the typical change is an unweighted average. Statistical significance of the aggregate change was assessed in terms of the test statistic:

$$Z = \frac{1}{\sqrt{9}} \sum_1^9 \frac{\Delta \beta_{ak} - \Delta \beta_{ok}}{(\sigma_{\Delta \beta_{ak}}^2 + \sigma_{\Delta \beta_{ok}}^2)^{1/2}} \quad (9)$$

In the absence of a law effect Z would have a standard normal distribution.

RESULTS

Table 2 shows the results of comparisons between the nine law-change and comparison state pairs on driver involvement in fatal crashes before and after the laws went into force. In the age groups the laws applied to, there was a greater decrease in driver involvement in nighttime than in daytime fatal crashes in law-change states than in comparison states subsequent to the laws ($Z = -3.29$, $p = 0.001$). There was also a greater decrease in single vehicle nighttime fatal crash involvement than in multiple vehicle daytime fatal crash involvement for these ages ($Z = -2.85$, $p < 0.01$). There were an estimated 30 percent fewer drivers in the law-affected age groups in fatal nighttime crashes in law-change states during the post-law periods studied, and 41 percent fewer drivers in single vehicle nighttime fatal crashes. There was a decrease in driver involvement in all fatal crashes in law-change states in the age groups that the law applied to, but it was not statistically significant ($Z = -1.20$, $p > 0.10$).

Table 2 goes here

There was some indication of decreased fatal crash involvement of drivers in law-change states who were younger than drivers the law changes applied to, but the changes were not statistically significant. This was also the case when comparisons were based only on drivers one year younger. There were also small, non-significant changes for older drivers in law-change states.

The three sets of estimates of the percent net reductions in fatal crash involvement of drivers in law-change states to whom the law changes applied are given in Table 3. The three estimation methods yielded reasonably consistent results. Estimated reductions in driver involvement in nighttime fatal crashes

ranged from 18 to 28 percent; all three estimates were statistically significant. Estimated reductions in driver involvement in single vehicle nighttime crashes ranged from 23 to 35 percent. Although these reductions were higher than the nighttime reductions, only the aggregate estimate was statistically significant, in part because of the smaller number of drivers in nighttime single vehicle crashes. There were smaller estimated reductions in all fatal crashes (12 to 20 percent); the pooled estimate was statistically significant.

Table 3 goes here

Table 4 shows, for each of the nine law-change states, the estimated post-law changes in nighttime fatal crash involvement for law-affected and older drivers, and the net effects. The net effects of the laws on drivers the law changes applied to are also displayed in Figure 2. There were estimated net reductions in driver involvement in nighttime fatal crashes in eight of the nine states, ranging from 6 to 75 percent. Montana was the lone state in which there was not a net reduction. The average reduction in the nine states was 28 percent (± 17 percent for a 95 percent confidence interval).

Table 4 goes here

Figure 2 goes here

Figure 3 displays the estimated effects of driver involvement in nighttime fatal crashes as deseasonalized monthly time series from 1975 into 1980 as the

nine states studied raised their legal minimum drinking ages.*

Figure 3 goes here

DISCUSSION

When states lowered their legal minimum drinking ages in the early 1970's, the result was an increase, among both law-affected and younger drivers, in involvement in fatal crashes, especially those crashes in which alcohol is most often involved. The results of the present study indicate that when states raise their drinking age, there is a corresponding decrease in fatal crash involvement among law-affected drivers. There is some evidence that raising the drinking age also affects younger drivers, but the reductions in the involvement of younger drivers in fatal crashes were not statistically significant.

For the 14 states (including the nine studied plus five others) that as of January 1981 had raised their legal minimum drinking ages in recent years, it is estimated that these law changes result each year in about 380 fewer young drivers involved in nighttime fatal crashes.** For the 31 states (including seven of the nine studied) that as of January 1981 had a drinking age for

* The estimated monthly series was obtained in three steps. First, for each month the data in the 2 x 2 table representing day/night and law change/no law change splits were pooled among states that had already raised the drinking age, and the frequency of nighttime crash involvement in the change state was estimated so that the odds ratio of the modified table then equalled the odds ratio for a similar table obtained by pooling all pre-law change counts across all months and all states. Second, these estimated counts for the post-law periods in the change states were added to the sum of the observed counts in the states that still did not change their laws. Third, this sum was smoothed using X-11. The estimated monthly reduction in fatal crash involvement was subdivided between law effect and other factors using a constant factor (40 percent). This factor represents the estimated reduction in the involvement of older drivers.

** This annual estimate was based on data from 1979, the last full year for which FARS data were available when the present study was conducted.

some or all alcoholic beverages that was less than 21,* it is estimated that each year there could be about 730 fewer young drivers involved in nighttime fatal crashes if in all states the drinking age for all alcoholic beverages was raised to 21. Any single state that raises its drinking age can expect the involvement in nighttime fatal crashes of drivers of the age groups to which the change in the law applies to drop by about 28 percent.

The societal benefits achieved in states that have raised their drinking ages are substantial; the benefits achievable by additional states raising their drinking ages would be even more substantial. Raising the legal minimum drinking age to 21 in all states would have an important impact in reducing the annual toll of motor vehicle deaths in the United States, particularly the deaths of young people and of others with whom they are involved in crashes.

* If persons less than age 21 were allowed to purchase only beer containing not more than 3.2% alcohol by weight, the state was classified as having a 21-year-old drinking age.

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TABLE 1

Legal Minimum Drinking Ages in Law-Change and Comparison States¹

<u>Law-Change State</u>	<u>Drinking Age From</u>	<u>Age Change To</u>	<u>Effective Date</u>	<u>Comparison State</u>	<u>Legal Minimum Drinking Age</u>
Illinois ²	19	21	1/1/80	Indiana	21
Iowa ³	18	19	7/1/78	Kansas ⁴	21
Maine	18	20	10/24/77	Vermont	18
Massachusetts	18	20	4/1/79	Connecticut	18
Michigan	18	21	12/23/78	Ohio ⁴	21
Minnesota ³	18	19	9/1/76	Wisconsin	18
Montana	18	19	1/1/79	Idaho	19
New Hampshire	18	20	5/24/79	Part of New York ⁵	18
Tennessee	18	19	6/1/79	Kentucky	21

¹ The laws apply to all alcoholic beverages except where noted.

² The age change applied to beer and wine; the legal minimum drinking age for distilled spirits was 21 throughout the study period. Prior to the 1980 change, home rule units in Illinois had the authority to promulgate different laws for drinking ages. Some raised the drinking age from 19 to 21 for beer and wine before the statewide change in 1980, although in some cases, beer and wine purchase by 19-20 year olds was permitted under some conditions.

³ A "grandfather" clause permitted 18 year olds to drink if they were 18 before the law went into effect.

⁴ The legal minimum drinking age was 18 for beer with not over 3.2% alcohol content, and 21 for other alcoholic beverages.

⁵ The following counties in central and northern New York were included: Clinton, Essex, Franklin, Fulton, Hamilton, Herkimer, Jefferson, Lewis, Madison, Montgomery, Oneida, Oswego, St. Lawrence, Saratoga, Warren, and Washington.

TABLE 2

Statistical Tests Comparing Changes in Driver Involvement
in Fatal Crashes Before and After Changes in
Legal Minimum Drinking Ages

Fatal Crash Ratios Compared	Driver Categories					
	Drivers the Law Change Applied to		Younger Drivers		Older Drivers	
	Z statistic ¹	Estimated change(%)	Z statistic ¹	Estimated change(%)	Z statistic ¹	Estimated change(%)
Nighttime : Daytime	-3.29**	-30	-0.29	-6	-0.53	-15
Single Vehicle Nighttime : Multiple Vehicle Daytime	-2.85*	-41	-0.32	-12	-0.20	-9
All Types	-1.20	-11	-0.91	-7	+1.03	+11

¹ Z is standard normal under the null hypothesis. See text.

** p = 0.001, two-tailed

* p < 0.01, two-tailed

TABLE 3

Estimated Percent Net Reductions in Fatal Crash Involvement of Drivers
to Whom Changes in the Legal Minimum Drinking Ages Applied

Fatal Crash Type	Method of Estimation ¹		
	Aggregate	Typical	Pooled
Nighttime	-18%*	-28%**	-23%*
Single vehicle nighttime	-35%*	-23%	-25%
All types	-20%	-12%	-14%*

¹ See text.

** p < 0.001, two-tailed

* p < 0.05, two tailed

TABLE 4

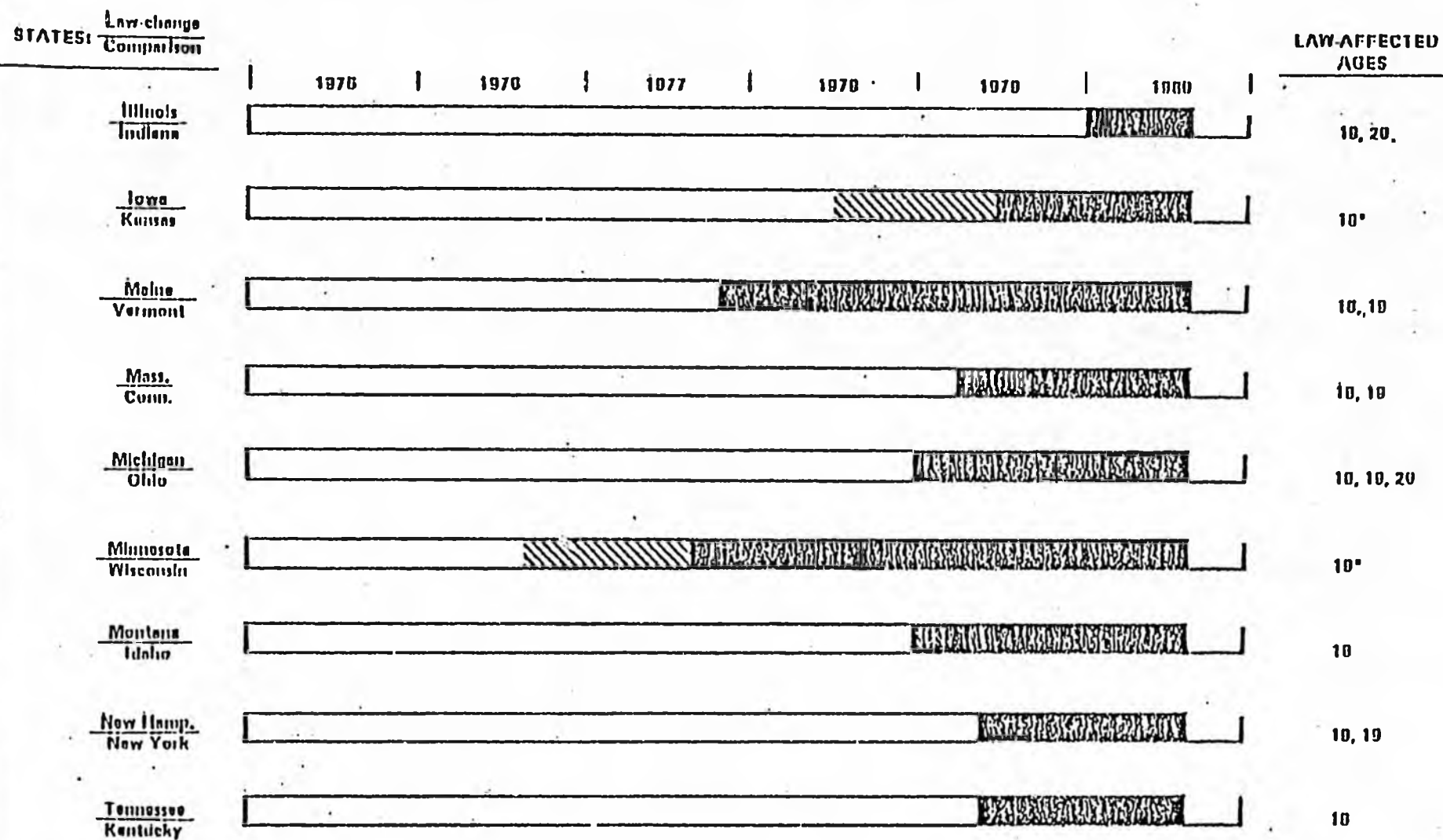
Estimated Changes in Nighttime Fatal Crash Involvement
 After Changes in the Legal Minimum Drinking Ages
 in Nine States, and Net Reductions in the Age Group
 the Law Change Applied To

Law-Change State	Change in Nighttime Fatal Crash Involvement		Net Reduction Among Drivers the Law Change Applied to
	Drivers the Law Change Applied to	Older Drivers	
Illinois	-30%	-9%	-23%
Iowa	-60%	-29%	-45%
Maine	-14%	-3%	-11%
Massachusetts	-10%	-5%	-6%
Michigan	-17%	+40%	-41%
Minnesota	-56%	-32%	-34%
Montana	+17%	+3%	+14%
New Hampshire	-55%	+80%	-75%
Tennessee	-43%	-14%	-33%
Average Reduction			-28%*

* $\pm 17\%$ for a 95% confidence interval.

FIGURE 1

PRE-LAW AND POST-LAW PERIODS STUDIED, AND AGES THE LAW CHANGES APPLY TO






 Pre-Law period
 Grandfather period
 Post-Law period

FIGURE 2

NET CHANGES IN DRIVER INVOLVEMENT IN NIGHTTIME FATAL CRASHES
AFTER CHANGES IN THE LEGAL MINIMUM DRINKING AGES

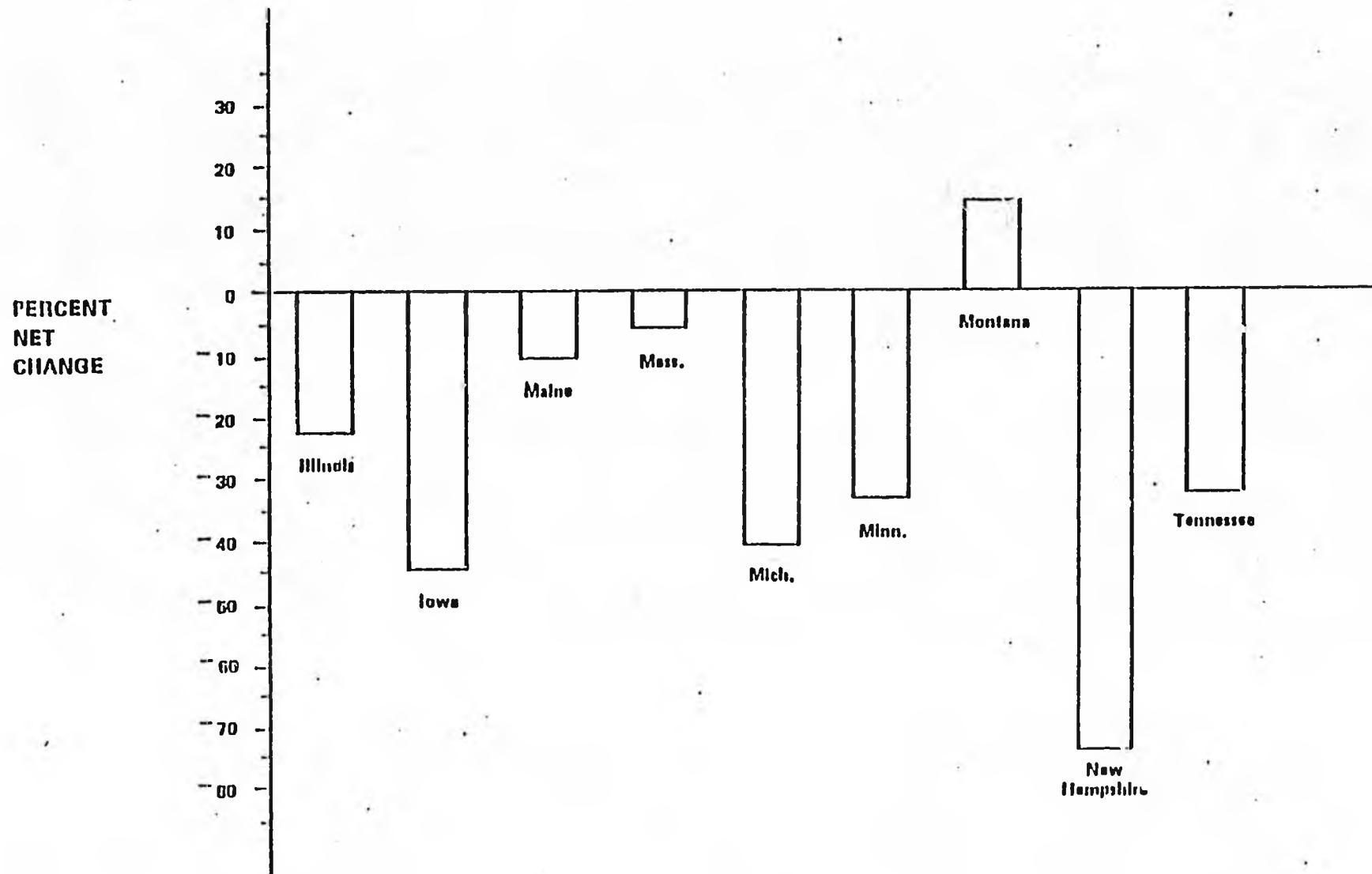
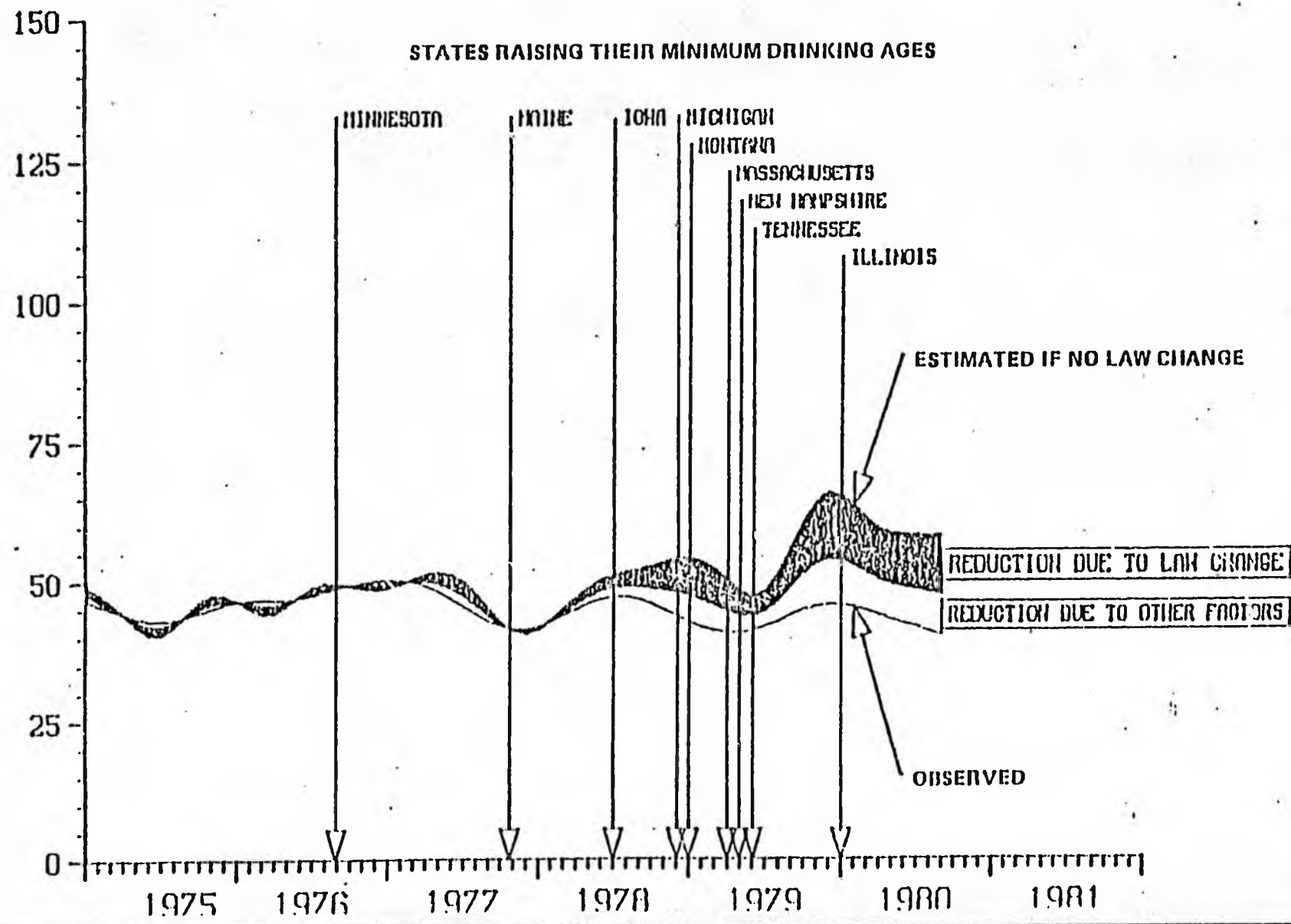


FIGURE 3
ESTIMATED NET REDUCTION IN NIGHTTIME FATAL CRASH INVOLVEMENT
IN NINE STATES THAT RAISED THEIR LEGAL MINIMUM DRINKING AGES

NUMBER OF DRIVERS
(De-seasonalized)



Introduced: 1/17/83
Referred: Judiciary

BY MARTIN, M.W.MILLER,
M.M.MILLER, VASKA AND
LINDAUER

1 IN THE HOUSE

2

HOUSE BILL NO. 17

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

THIRTEENTH LEGISLATURE - FIRST SESSION

5

A BILL

6 For an Act entitled: "An Act relating to age limits under Title 4, Alco-
7 holic Beverages."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 * Section 1. AS 04.11.090(f) is amended to read:

10 (f) The area designated as the licensed premises under a bever-
11 age dispensary license issued to a bowling alley may include the
12 concourse or lane areas of the bowling alley. Notwithstanding AS 04.-
13 16.049, the board may, upon application, authorize access by persons
14 under 21 [19] years of age to the concourse or lane areas designated
15 part of the bowling alley's licensed premises during hours when no
16 alcoholic beverages are being sold, served, or consumed.

17 * Sec. 2. AS 04.11.110(g) is amended to read:

18 (g) Notwithstanding AS 04.16.049, the board may authorize access
19 by persons under 21 [19] years of age to a club's licensed premises
20 during hours when no alcoholic beverages are sold, served, or con-
21 sumed.

22 * Sec. 3. AS 04.11.460(c) is amended to read:

23 (c) For the purposes of this section, "permanent resident" means
24 a person 21 [19] years of age or older who has established a permanent
25 place of abode.

26 * Sec. 4. AS 04.16.049 is amended to read:

27 Sec. 04.16.049. ACCESS OF PERSONS UNDER THE AGE OF 21 [19] TO
28 LICENSED PREMISES. (a) A person under the age of 21 [19] years may
29 not knowingly enter or remain in premises licensed under this title

1 unless

2 (1) accompanied by a parent, guardian or spouse who has at-
3 tained the age of 21 [19] years;

4 (2) accompanied by a person over the age of 21 [19] years
5 and with the consent of the person's parent or guardian if the prem-
6 ises are designated by the board as a restaurant for the purposes of
7 this section and the persons enter and remain only for dining.

8 (b) Notwithstanding (a) of this section, a licensee or an [,
9 HIS] agent [,] or employee of the licensee may refuse entry to a
10 person under the age of 21 [19] years to that part of licensed prem-
11 ises in which alcoholic beverages are sold, served, or consumed, may
12 refuse service to a person under the age of 21 [19] years, or may
13 require a person under the age of 21 [19] years to leave the portion
14 of the licensed premises in which alcoholic beverages are sold, serv-
15 ed, or consumed.

16 (c) Notwithstanding this section, a person between 16 and 21
17 [19] years of age may enter and remain within the licensed premises of
18 a hotel, restaurant, or eating place in the course of [HIS] employment
19 if (1) the employment does not involve the serving, mixing, deliver-
20 ing, or dispensing of alcoholic beverages; (2) the person has the
21 written consent of a parent or guardian; and (3) an exemption from
22 the prohibition of AS 23.10.355 is granted by the Department of Labor.
23 The board, with the approval of the governing body having jurisdiction
24 and at the licensee's request, shall designate which premises are
25 hotels, restaurants, or eating places for the purposes of this sub-
26 section.

27 * Sec. 5. AS 04.16.050 is amended to read:

28 Sec. 04.16.050. POSSESSION OR CONSUMPTION BY PERSONS UNDER THE
29 AGE OF 21 [19]. A person under the age of 21 [19] years may not

1 knowingly consume, possess, or control alcoholic beverages except
2 those furnished persons under AS 04.16.051(b).

3 * Sec. 6. AS 04.16.051(a) is amended to read:

4 Sec. 04.16.051. FURNISHING OF ALCOHOLIC BEVERAGES TO PERSONS
5 UNDER THE AGE OF 21 [19]. (a) A person may not furnish an alcoholic
6 beverage to a person under the age of 21 [19] years.

7 * Sec. 7. AS 04.16.052 is amended to read:

8 Sec. 04.16.052. FURNISHING OF ALCOHOLIC BEVERAGES TO PERSONS
9 UNDER THE AGE OF 21 [19] BY LICENSEES. A licensee or an [, HIS] agent
10 [,] or employee of the licensee may not with criminal negligence

11 (1) allow another person to sell, barter, or give an alco-
12 holic beverage to a person under the age of 21 [19] years within
13 licensed premises;

14 (2) allow a person under the age of 21 [19] years to enter
15 and remain within licensed premises except as provided in AS 04.16.-
16 049;

17 (3) allow a person under the age of 21 [19] years to con-
18 sume an alcoholic beverage within licensed premises;

19 (4) allow a person under the age of 21 [19] years to sell
20 or serve alcoholic beverages.

21 * Sec. 8. AS 04.16.060 is amended to read:

22 Sec. 04.16.060. PURCHASE BY PERSONS UNDER THE AGE OF 21 [19].

23 (a) A person under the age of 21 [19] years may not purchase alco-
24 holic beverages or solicit another to purchase alcoholic beverages for
25 the person under the age of 21 [ON HIS BEHALF].

26 (b) A person may not influence the sale, gift, or service of an
27 alcoholic beverage to a person under the age of 21 [19] years, by
28 misrepresenting the age of that person.

29 (c) A person may not order or receive an alcoholic beverage from

1 a licensee, an [HIS] agent or [,] employee of the licensee, or another
2 person', for the purpose of selling, giving, or serving it to a person
3 under the age of 21 [19] years.

4 (d) A person under the age of 21 [19] years may not enter li-
5 censed premises where alcoholic beverages are sold and offer or pre-
6 sent to a licensee or an [, HIS] agent [,] or employee of the licensee
7 a birth certificate or other written evidence of age, that [WHICH] is
8 fraudulent or false or that [WHICH] is not actually the person's [HIS]
9 own, or otherwise misrepresent the person's [HIS] age, for the purpose
10 of inducing the licensee or an [, HIS] agent [,] or employee of the
11 licensee to sell, give, serve, or furnish alcoholic beverages contrary
12 to law.

13 (e) A person who has attained the age of 21 [19] years accompa-
14 nying a person under the age of 21 [19] who is seeking to enter and
15 remain in a licensed premises under AS 04.16.049(a)(2) may not misrep-
16 resent having obtained the consent of the parent or guardian of the
17 person under the age of 21 [19] years.

18 * Sec. 9. AS 04.16.200(b)(2) is amended to read:

19 (2) the sale or offer for sale was made to a person under
20 21 [19] years of age; or

21 * Sec. 10. AS 04.16.200(c) is amended to read:

22 (c) It is an affirmative defense to a prosecution under (a) of
23 this section that no profit was involved in the solicitation or re-
24 ceipt of an order for the delivery of an alcoholic beverage. However,
25 the affirmative defense created under this subsection is not available
26 in a prosecution of a person charged with selling or offering for sale
27 alcoholic beverages to a person under 21 [19] years of age.

28 * Sec. 11. AS 04.21.020(1) is amended to read:

29 (1) the alcoholic beverages are provided to a person under

1 the age of 21 [19] years in violation of AS 04.16.051, unless the
2 licensee, agent, or employee secures in good faith from the person a
3 signed statement, liquor identification card, or drivers' license
4 meeting the requirements of AS 04.21.050(a) and 04.21.050(b), that
5 [WHICH] indicates that the person is 21 [19] years of age or older; or

6 * Sec. 12. AS 04.21.050(a) is amended to read:

7 (a) If a licensee [,] or an agent or employee of the licensee
8 questions or has reason to question whether a person entering [A]
9 licensed premises, or ordering, purchasing, attempting to purchase, or
10 otherwise procuring or attempting to procure alcoholic beverages, has
11 attained the age of 21 [19] years, that licensee, agent, or employee
12 shall require the person to furnish proof of age acceptable under (b)
13 of this section. If the person questioned does not furnish proof of
14 age acceptable under (b) of this section, or if a licensee, agent, or
15 employee questions or has reason to question the validity of the proof
16 of age furnished, the licensee, employee, or agent shall require the
17 person to sign a statement that the person [HE] is over the age of 21
18 [19] years. This statement shall be made on a form prepared by and
19 furnished to the licensee by the board.

20 * Sec. 13. AS 04.21.050(c) is amended to read:

21 (c) A licensee, or an agent or employee of the licensee, may not
22 be charged for a violation of AS 04.16.051 - 04.16.052 if a signed
23 statement as provided in (a) of this section is secured in good faith,
24 or a valid driver's license or identification card is presented indi-
25 cating that the owner and possessor of the presented driver's license
26 or identification card is 21 [19] years of age or over.

27 * Sec. 14. AS 23.10.355 is amended to read:

28 Sec. 23.10.355. PERSONS UNDER 21 [19]. No person under 21 [19]
29 may be employed or allowed to sell or serve alcoholic beverages or to

1 work in any room or other place where alcoholic beverages are sold for
2 consumption on the premises, except as provided in AS 04.16.049(c).