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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.<sup>1</sup>
- 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).<sup>2</sup>
- 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.<sup>1</sup>
- 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).<sup>2</sup>
- In addition, teenage drivers are involved in 1 out of every 4 injury accidents, with a total of 650,000 injured teenagers in 1980.<sup>3</sup> 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.<sup>2</sup>
- 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.<sup>4</sup>

- 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.<sup>5</sup>
- 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.<sup>6</sup>

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								Influenced Rarely         Definitely
	100	120	140	160	180	200	220	240	
1	.04	.03	.03	.02	.02	.02	.02	.02	
2						.04	.04	.03	
3	.11								
4	.15	.12	.11						
5	.19	.16	.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	
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

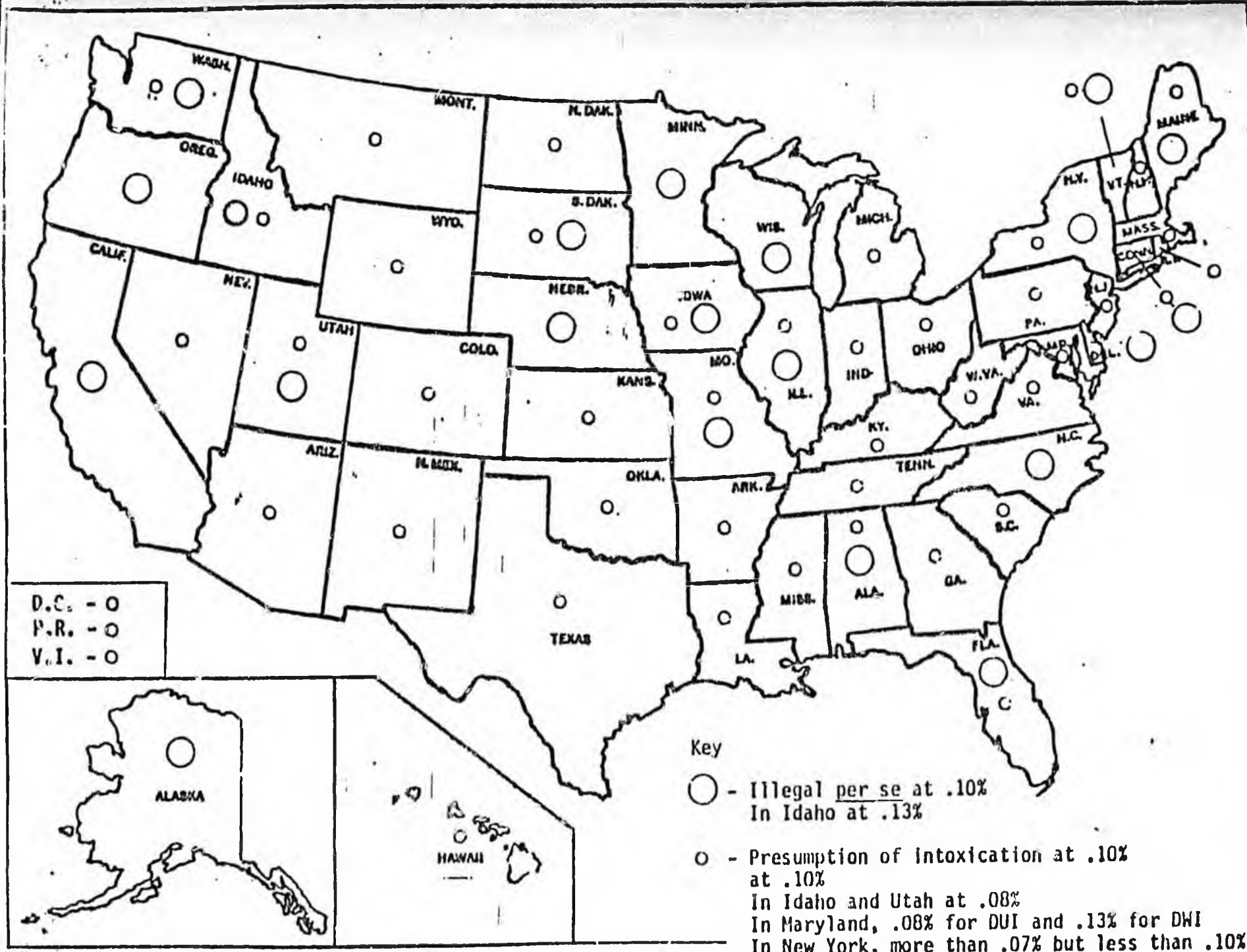
Under the Section 402 grant program established by the Highway Safety Act the States are increasing the proportion of funds allocated to alcohol programs. In FY 1982 approximately 35 percent of 402 funds (\$27.8 of 78.6 million) were allocated to drunk driving programs (with an added 30 percent spent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

STATE	EFFECTIVE DATE OF LATEST AMENDMENT	MINIMUM DRINKING AGE <sup>A</sup> 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	B	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	16	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<sup>A</sup> 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
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 <sup>C</sup>	21 <sup>C</sup>	21 <sup>C</sup>	21 <sup>C</sup>	21 <sup>C</sup>
Minnesota	9/76	19	19	19	19	19
Mississippi	7/66	18	18 <sup>D</sup>	18 <sup>D</sup>	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

HB 117  
JR

## Drinking age <sup>3-3-83</sup> TIMES

A GOOD BILL to raise the minimum drinking age in Alaska from 19 to 21 is on the verge of being diluted and diverted from the legislative track.

Such a bill has been introduced in a number of previous sessions and what should be an easy matter to deal with has always gotten involved in curious machinations that have resulted in its demise.

**THIS TIME AROUND**, some legislators are arguing that the measure, which also prohibits persons under the age of 21 from serving drinks, is unfair to young adults. A lot of people are now dead who might be alive had that measure been put on the books when it first came up. Many of Alaska's highway deaths are attributable to drunk drivers in the under-21 age group.

Back in the early 1970s, when youngsters were being

given all sorts of additional legal privileges, Alaska lowered its drinking age to 19. Those days are over and members of the Alaska legislature should pay attention to some of the things that have happened as a result of those actions.

**STATISTICS** show that raising the drinking age in other states has resulted in a decrease in the number of alcohol-related highway deaths. The figures also show that 19 of the 27 states that lowered their drinking age during the 1970s have now thought better of those actions and reversed them.

The new concerns being raised by Alaska legislators this session should not be allowed to block passage of this bill. Its sponsors are encouraged to do whatever is necessary to get it back on the track.

# Drinking age plan may change

by Bill White  
Times Juneau Bureau

3-1-83

Juneau — A bill to raise Alaska's minimum drinking age to 21 has been put on hold, as lawmakers prepare amendments to protect the rights of citizens who are 19 or 20 years old now.

As written, the proposal would raise the drinking age from 19 to 21 years old 90 days after it became law.

The bill also would prohibit workers under the legal age from serving liquor. The only exceptions would be those 19 or 20 years old who hold such jobs when the bill becomes law.

But Rep. Jim Duncan, D-Juneau, told the House Finance Committee the bill would unfairly exclude young adults from some kinds of work.

Duncan added, "we may be on the verge of making institutional criminals" of those 19 or 20 years old who are used to going to bars or dances where liquor is served. Their lifestyles aren't easy to change, he said.

Dan Hickey, the state's chief prosecutor, said passage of the bill should reduce crime. But he doesn't have the staff to push prosecutions of those who would violate the new law, he said.

Finance Chairman Al Adams, D-Kotzebue, told Hickey to prepare amendments to the bill to stagger when the new law would take effect to protect the rights of those who now drink or who may serve liquor.

The committee plans to take up those amendments Wednesday.

Rep. Mike Miller, D-Juneau, urged the committee members to approve the bill.

"I was one of the members of the legislature in the early 1970s when we took what we considered a pioneering step in lowering the drinking age," he said.

"I think I was dead wrong and I think a lot of kids are dead right now," he added, referring to statistics that show an increase in alcohol-related traffic fatalities among young people.

Miller cited a December 1982 report from the Presidential Commission on Drunk Driving that found "raising the legal drinking age produced an average annual reduction of 28 percent in nighttime fatal crashes involving 18-21 year old drivers."

He said 27 states lowered their drinking ages in the 1970s for all alcoholic beverages and 11 other states lowered the age for beer or wine consumption. But 19 states have reversed their actions.

Miller said the bill not only would save lives on Alaska's highways, but it would reduce alcohol consumption in the state. "None of us can take a great deal of pride in the amount of drinking in Alaska."

Rep. Terry Martin, R-Anchorage, sponsor of the bill, said 55 percent of all fatal traffic accidents in Alaska involved those younger than 19. But the state's Highway Safety Planning Agency said that between 1979 and 1982 the age group under 20 accounted for one-fourth of all alcohol related fatalities. Members of that same age group hold 3 percent of the driver's licenses in Alaska.

Rep. Vern Hurlbert, D-Sleetmute, said raising the drinking age might cause some young adults to drink in their cars rather than bars.

The Sheffield administration has endorsed the bill. But it favors staggering the effective date of the bill to raise the minimum age to 20 next year and 21 in 1985.

The House passed a similar bill last year. But it died in the Senate.

# Opinion

## JUNEAU EMPIRE

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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.

# 21: Magic drinking age

## Panel: 19 too young

By The Associated Press  
Witnesses at a House Judiciary Committee hearing weren't sure people automatically become responsible drinkers at age 21, but they nevertheless agreed that the drinking-age should be lifted from 19 to 21.

A measure to do that, (HB17), whose prime is Rep. Terry Martin, R-Anchorage, was the subject of a hearing Thursday. Martin told committee members that age 21 seems to be "some kind of magical number that does reduce death."

Martin said that of 24,000 annual alcohol-related traffic deaths nationally, 7,000 were teenagers. The problem has prompted Congress to consider a national age of consumption, he added.

Alaska's director of Highway Safety, Charlie Smith, said statistics on alcohol-related traffic deaths in the 49th state are largely unavailable because "last year was the first time I was asked to produce statistics."

A presidential commission has recommended all states raise their drinking age to 21, Smith said.

Howard Scaman, who represented Mothers Against Drunk Driving, Students Against Drunk Driving, and the Coalition for a Safe Alaska, said that the problem is so serious that alcohol "is readily

available in the junior high system."

The state, he said, has one liquor license per 183 people, several times higher than the national average.

Rep. Mike Miller, D-Juneau, said he was part of the problem.

"I voted to lower the drinking age in 1970," he said. "We were dead wrong. We felt that if they wanted to get it, they were going to get it. And they were going to drive anyway."

Raising the drinking age won't eliminate teenage drinking, Miller said, "but we can lessen it."

"There is no magic number," he said. "We have to draw the line somewhere. Twenty-one seems to be a good age."

When Rep. Don Clocksin, D-Anchorage, said he was concerned the law would be discriminating because of age,

But, Miller added, "Drinking and getting drunk is not a right. And society has a right to draw a line."

A representative of the Hotel, Restaurant and Bartenders Union Local 878, Michelle Castaneda said she had no objection to raising the drinking age. But, she said, she would like to see a provision for 18-to-20-year-olds being allowed to work in places where alcohol is served.

A committee substitute providing for her concern is expected to be introduced today as hearings on the bill continue.

# Martin supports higher drinking age

Associated Press

1/28/83

Juneau — Witnesses at a House Judiciary Committee hearing weren't sure people automatically become responsible drinkers at age 21, but they nevertheless agreed that the drinking age should be lifted from 19 to 21.

A measure to do that, sponsored primarily by Rep. Terry Martin, R-Anchorage, was the subject of a hearing Thursday. Martin told committee members that age 21 seems to be "some kind of magical number that does reduce death."

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When Rep. Don Clocksin, D-Anchorage, said he was concerned the law would be discriminating because of age, Miller admitted he shared the same concerns.

But, Miller added, "Drinking and getting drunk is not a right. Aid society has a right to draw a line."

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## Letters to the editor

### Raise the age for drinking

Dear Editor:

In response to the letter, "Cure for teenage drinking," I would like to make a few comments.

Mr. Kirk wrote a lengthy and lively letter demeriting Rep. Terry Martin's bill to raise the drinking age from 19 to 21. He says the bill violates the "American Way" of giving citizens great responsibility for their individual actions.

Let's keep in mind that laws and regulations arise in response to harmful behavior. This bill is long overdue!

Real-life groups of people are, in fact, punished for the transgressions of a few of their members. The "old elementary school teacher who used to make the whole class stay in from recess because someone was talking during class" offers us all a valuable lesson. No one lives completely unto himself. Our actions always produce an affect touching those persons associated or identified with us. For example, a disruptive or criminal family member causes grief to other members of his family. Shoplifters cause the price of retail goods to rise for all shoppers, and careless youthful drivers cause other teenagers to pay higher insurance rates. The elementary teacher was illustrating the point that it was not only her job to maintain order in the classroom but that the group also was expected to exhibit appropri-

ate conduct and encourage classmates to do the same.

We should learn early in our education that we are individually and collectively responsible for our actions. Peer pressure to do what is right is the only hope for an orderly society, as it is impossible to have a policeman for every citizen. One who buys liquor for a minor contributes to that minor's risk of harm to himself and others. One who purchases products that contribute to people's poor health and safety — whether it be tobacco, alcohol, or illegal drugs — directly reinforces that more of that substance will be produced. These individuals share in the responsibility along with the intoxicated driver who cripples and kills on the highway.

Nothing will prevent a minor from obtaining dangerous substances if he is determined to do so just as it is impossible to prevent a suicide by a person bent on self-destruction. However, there is no reason to make these items convenient to youth prior to their reaching an age that we hope allows for the development of matu-

rity and judgement needed to exercise caution if not outright refusal to use these substances.

Comparing the loss of jobs for teenagers in drinking establishments because of the revised 21 year old drinking age is sort of like finding a remedy for cancer and then complaining that some nurses will find themselves out of work. It is true that unemployment is a priority, but the disabling and killing of youthful drivers, their friends, and other innocent drivers is a much higher priority. It is time we consider the long-range costs of our decisions and policies rather than just the immediate effects. It might be a bore to drive at 55 mph and see what you pass but thousands of people are alive today as a result of the law.

Yes, one could say Terry Martin's plan punishes the innocent teenager along with the guilty. It's a fact of life. But, if you are a teenager who chooses not to drink, you would hardly consider Rep. Martin's bill a punishment.

Paul M. Anthony  
Eagle River

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.

# Letters to the editor

1/15/83 TIMES  
Cure for teen-age drinking

Dear Editor:

Rep. Terry Martin has filed another bill to raise the drinking age from 19 to 21 years of age. A similar bill was squashed last year in the state Senate.

Martin's argument is that by allowing these young adults — and a 19 or 20-year old is a legal adult, mind you — access to legal liquor makes it that much easier for teenagers to get booze. He points out that teenagers cause a disproportionate share of drunk-driving accidents. The answer to teen-age drunk driving, he says, is to prohibit those kids' older friends and siblings from touching that Old Demon Rum.

The bill violates certain principles.

It is the American way, our historical tradition, to give citizens great responsibility for their individual actions. Freedom is curtailed only when an individual proves irresponsibility by abusing that freedom. Groups of people — ethnic, religious, demographic — are not to be punished for the irresponsibility or other transgressions of a few of the members of those groups.

Remember that old elementary school teacher who used to make the whole class stay in from recess because someone was talking during class? Remember how, even then, you perceived that as not fair? Better example: statistics show that blacks and Hispanics in America commit more violent crimes per capita than do whites. I hope I shall never hear Alaska legislators calling for restrictions on the rights of blacks and Hispanics because of this.

Too farfetched? Allow me one more hypothetical situation: Two nations go to war. One contains a number of citizens whose ancestors came from the enemy nation. Regardless of their actual citizenship or loyalty, these citizens are rounded up and held in concentration camps for the duration. The nation which succumbs to this lapse in judgment is still embarrassed by it some 41 years later.

Enough on principles. What about the practical effects of the bill in question? Martin's attempt at prohibition would not prevent 19- and 20-year-olds from getting alcohol; they would obtain it surreptitiously just as 17- and 18-year-olds do now. What it would do is prevent them from holding jobs in establishments where liquor is served. This includes that nice restaurant at the hotel as well as your local neighborhood pizza parlor. Such establishments are a major source of employment for young people without job skills.

There are other ways to cut back on drunken driving. One idea, put forward by the staff of the then-Sen. Charlie Parr last year, is to suspend the license of any minor caught driving while intoxicated until that minor reaches adulthood.

For some teens, three days in

jail, no matter how monotonous or difficult at the time, might seem a status symbol when back amongst their peers. But the thought of losing their wheels for a long time ought to make even the toughest teens tremble. The proposal has the advantage of punishing individual teen-agers rather than a whole demographic slice of their older brothers and sisters.

There are other ways to cut back on drunk drivers, including impoundment of vehicles and longer mandatory jail terms. These proposals don't quite provide the "quick fix" Martin desires, but they differ from his plan in one important aspect: they punish the guilty, not the innocent.

Equal responsibility can be expected only when equal rights are extended. Nineteen- and 20-year-olds are legal adults who stand before the same system of police, courts and corrections as do the rest of us. To deny them a privilege we all enjoy, a right of access to entertainment as well as employment, is not only impractical but wrong.

Kenneth C. Kirk  
4318 Vance Dr.

## Alaska's image

Dear Editor:

When his days as governor were numbered, Jay Hammond spent a lot of time in public appearances talking about what his "legacy" would be for eight years of service. Now we know more about what he has meant to Alaskans from the public opinion shift which has apparently occurred nationwide as a result of Hammond-era public relations escapades.

Traditionally Alaskans have not wasted a lot of valuable energy trying to impress Outside residents of our meaningful existence in this world of hocus-pocus. But image-maker Hammond needed to convince the rest of the nation that we really care what they think of us; with the result being a loss of self-esteem.

Two million dollars were reportedly spent for a national communications program to embellish an already positive national image. Two years later, after many tales of woe for programs that flopped and books that weren't published, the consensus Outside is that Alaskans are frivolous with money they don't deserve to have or to throw around.

Donn R. Liston  
Anchorage

## Barbs

If there's enough for second helpings, it most likely wasn't all that appetizing to begin with.

There's no one harder to shut up than the person who has nothing to talk about.

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

HB112

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June 1981

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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.<sup>1,2</sup> 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.<sup>1</sup>

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.

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Table 1 goes here

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Data on driver involvement in fatal crashes from January 1975 through September 1980 were obtained from the Fatal Accident Reporting System (FARS).<sup>\*</sup> 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.<sup>3-5</sup> 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

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<sup>\*</sup> 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.

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Figure 1 goes here

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

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

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

Positive values of  $\beta$  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  $\beta$  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 ( $\beta_L$ ) was compared with the log odds ratio of the non-law change (comparison) state with which it was paired ( $\beta_C$ ). To calculate  $\beta_C$  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	e	x
	Day	c	d	g	h

If the two odds ratios are the same then,

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

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

$$\Delta n = n - x = n [1 - e^{\beta_c - \beta_2}] \quad (4)$$

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 ( $\Delta P_a$ ) with the estimated change ( $\Delta P_o$ ) 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  $\Delta P_k$  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 ( $Z = -1.20$ ,  $p > 0.10$ ).

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Table 2 goes here

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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.

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Table 3 goes here

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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 23 percent ( $\pm 17$  percent for a 95 percent confidence interval).

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Table 4 goes here

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Figure 2 goes here

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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.\*

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Figure 3 goes here

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## 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 360 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

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\* 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.

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\* 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 States<sup>1</sup>

<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 <sup>2</sup>	19	21	1/1/80	Indiana	21
Iowa <sup>3</sup>	18	19	7/1/78	Kansas <sup>4</sup>	21
Maine	18	20	10/24/77	Vermont	18
Massachusetts	18	20	4/1/79	Connecticut	18
Michigan	18	21	12/23/78	Ohio <sup>4</sup>	21
Minnesota <sup>3</sup>	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 <sup>5</sup>	18
Tennessee	18	19	6/1/79	Kentucky	21

<sup>1</sup> The laws apply to all alcoholic beverages except where noted.

<sup>2</sup> 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.

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

<sup>3</sup> The legal minimum drinking age was 18 for beer with not over 3.2% alcohol content, and 21 for other alcoholic beverages.

<sup>4</sup> 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

## Driver Categories

Fatal Crash Ratios Compared	Drivers the Law Change Applied to		Younger Drivers		Older Drivers	
	Z statistic <sup>1</sup>	Estimated change(%)	Z statistic <sup>1</sup>	Estimated change(%)	Z statistic <sup>1</sup>	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

<sup>1</sup> 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 <sup>1</sup>		
	Aggregate	Typical	Pooled
Nighttime	-18%*	-28%**	-23%*
Single vehicle nighttime	-35%*	-23%	-25%
All types	-20%	-12%	-14%*

<sup>1</sup> 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%*

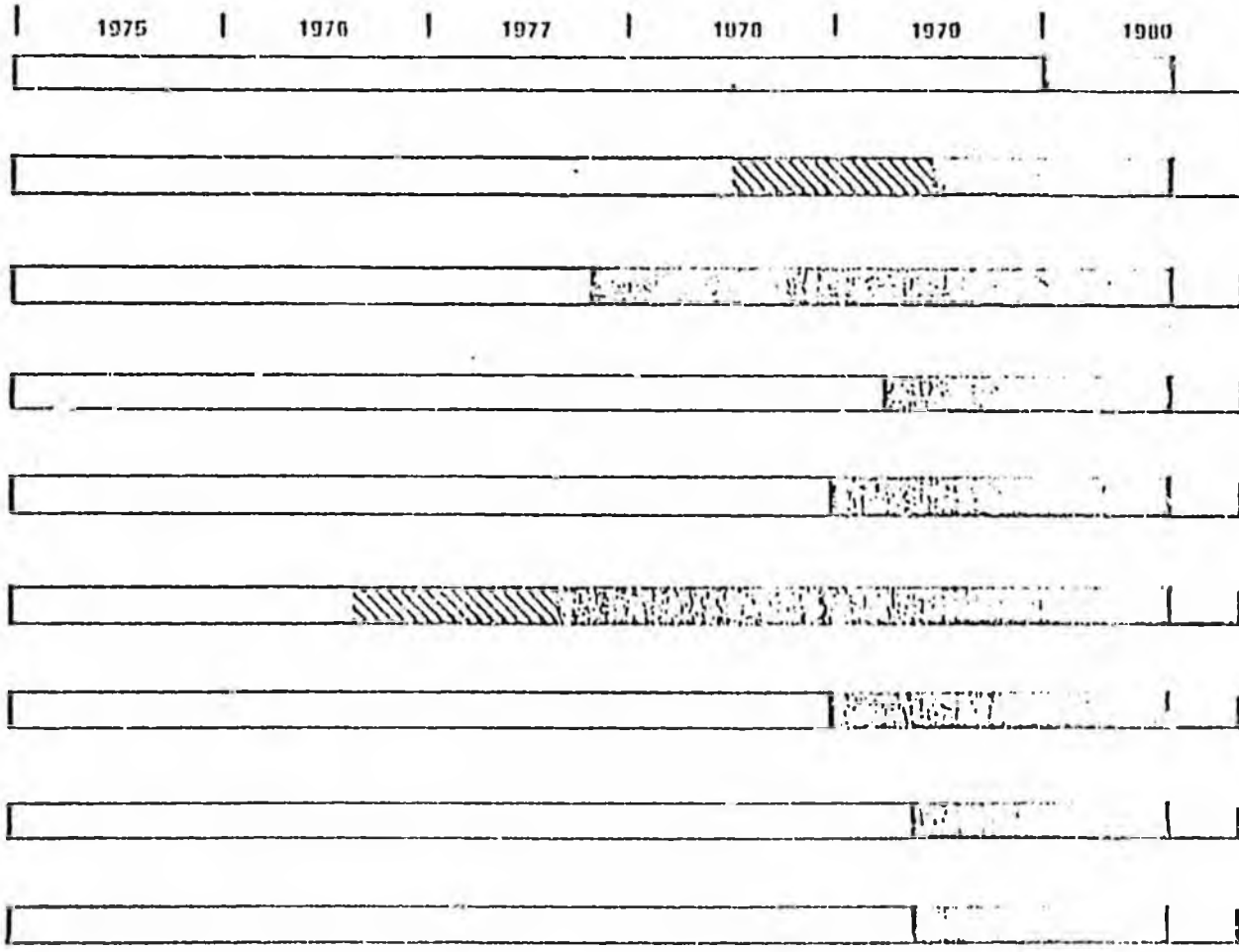
\* = 17% for a 95% confidence interval.

FIGURE 1

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

STATES: Law change  
Comparison

LAW-AFFECTED  
AGES



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

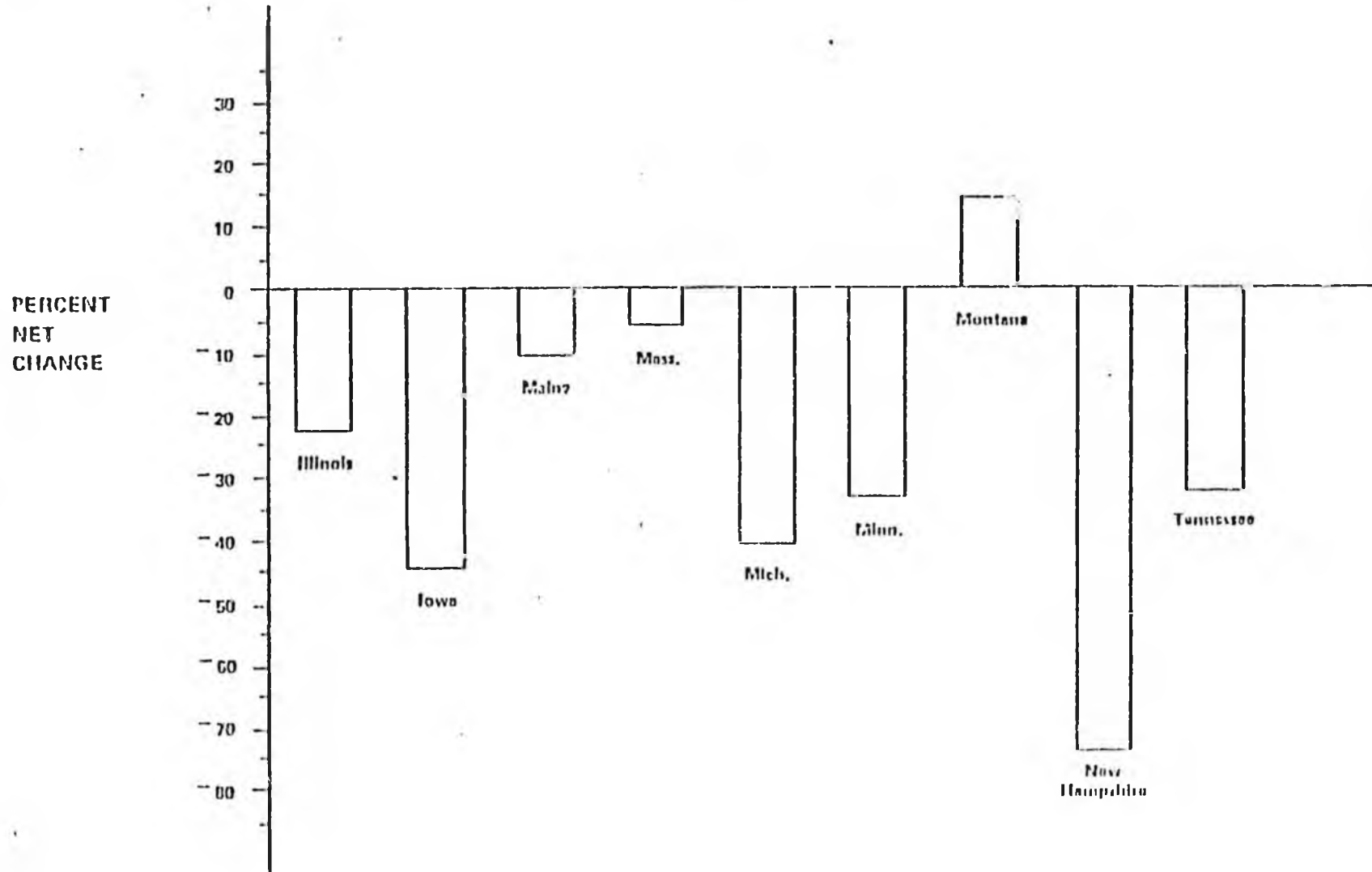
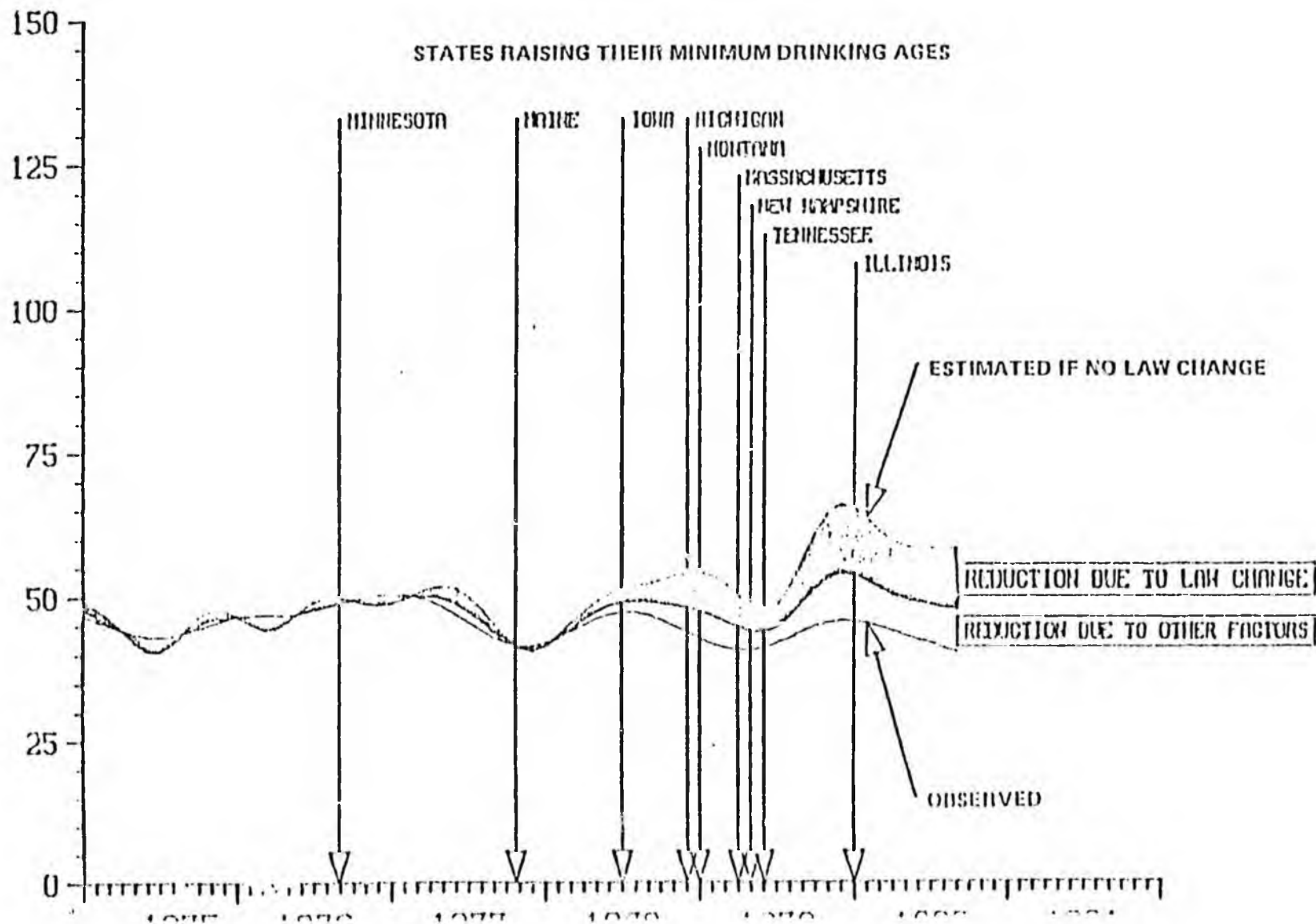


FIGURE 3

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

NUMBER OF  
DRIVERS  
(Desensitized)





the highway loss reduction

# Status Report

Vol. 16, No. 14

September 23, 1981

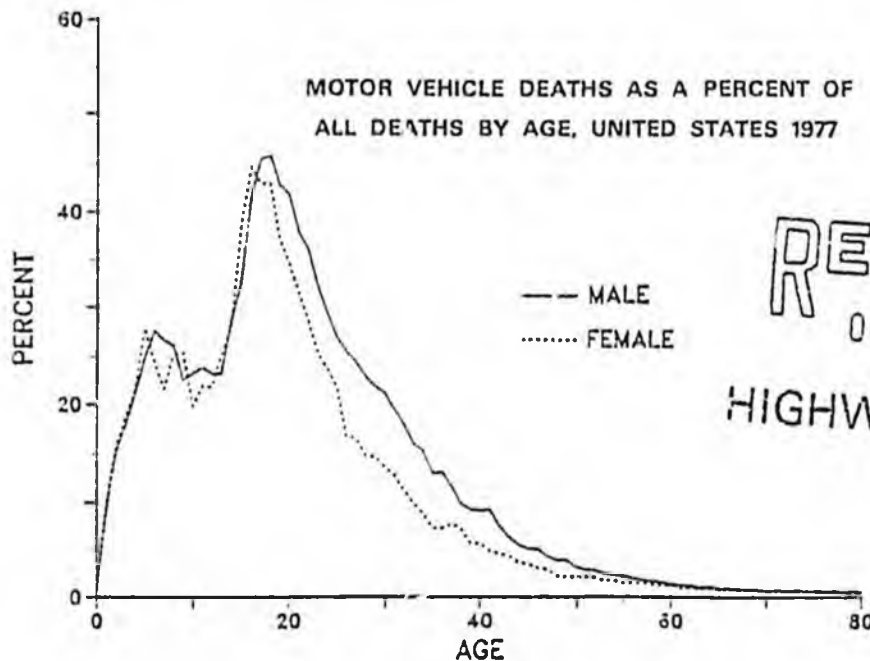
## A Special Issue

### Teens and Autos: A Deadly Combination

"By a wide margin, the major public health problem for teenagers in the United States is injuries associated with motor vehicle use."

The enormity of the issue is thus summed up in a new research study by the Insurance Institute for Highway Safety. Warnings of the sometimes-tragic combination of a teenaged driver and an automobile are common. But the real story goes beyond that. Starting at the age of 13, motor vehicle passenger death rates per capita climb sharply compared to passengers of other ages. Motor vehicle-related fatalities are suffered by teenagers at more than twice the rate that would be expected on a population basis. According to one Institute study, more than 7,000 teenagers lost their lives in passenger car crashes in 1978.

Deaths and injuries inflicted on any segment of the population in motor vehicle crashes constitute a costly burden in pain and suffering and in economic terms. When a disproportionate share of those costs can be identified as being caused by a particular group of drivers and passengers, it is especially important to examine public policies and countermeasures available. This special issue of *Status Report* focuses on some of the known facts and policy options relating to teenagers and automobiles.



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HIGHWAY SAFETY

The Insurance Institute for Highway Safety is an independent, nonprofit, scientific and educational organization. It is dedicated to reducing the losses—deaths, injuries and property damage—resulting from crashes on the nation's highways. The Institute is supported by the American Insurance Highway Safety Association, the American Insure's Highway Safety Alliance, the National Association of Independent Insurers Safety Association and several individual insurance companies.

## *Some Facts About The Teen Years*

Here are some highlights of Institute research findings about teenagers and motor vehicles:

- **THE DANGEROUS AGE** – Nearly half of all deaths of teenagers 16-19 years old are the result of motor vehicle crashes. Motor vehicles account for higher proportions of the deaths of 16, 17, 18, and 19-year-olds than for any other age. This age group, which was 8 percent of the population in 1977, sustained 17 percent of all motor vehicle-related fatalities.
- **DRIVERS** – More deaths per licensed driver are associated with the crashes of 18-year-olds than with any other age. More than 60 percent of the passenger vehicle-related deaths of 16- and 17-year-olds, about one-third of the deaths of 15-year-olds, one-quarter of the deaths of 14-year-olds, and smaller but appreciable proportions of the deaths of persons of other ages from infancy through late adulthood resulted from 16- and 17-year-olds driving passenger vehicles.
- **PASSENGERS** – When teenagers drive they not only have a very high fatality rate themselves, but also contribute substantially to the deaths of others. Teenaged passengers show a high death rate per capita compared to passengers of other ages, the increases starting at 13. The majority of fatally injured teenaged passengers sustain those injuries in vehicles driven by teenagers.
- **SEX** – Teenaged males have much higher rates of driver involvement in fatal crashes than females. For males the rate peaks at 18, whereas for females it is highest at age 16.
- **NIGHTTIME** – More than half of the 16-19-year-old passengers and drivers who sustained fatal injuries did so in crashes taking place from 9 p.m. until 5:59 a.m. the following day.
- **ALCOHOL** – States that have raised their legal minimum drinking age have had a substantial reduction in nighttime fatal crashes.
- **SINGLE-VEHICLE CRASHES** – Fatal crashes of younger drivers were more likely to involve only the passenger vehicle they were driving than were crashes of older drivers.
- **DRIVER EDUCATION** – When high school driver education was eliminated from some school districts in Connecticut, there was a 57 percent net reduction in licensure of 16-17-year-olds from what would have been expected had driver education continued to be available, and a commensurate reduction in crashes in this age group.
- **RESTRAINTS** – Evidence from Ontario, Canada, indicates that even under a mandatory belt-use law, teenaged drivers – the age group most at risk – are least likely to use seat belts and are least affected by laws requiring their use.

## Deaths Per Licensed Driver Peak At 18

The teen years are the most treacherous ones on the highway, and the age of 18 is particularly critical, a new study of teenaged drivers by the Insurance Institute for Highway Safety has shown.

More deaths per licensed driver were associated with the crashes of 18-year-olds than with any other age, reported Ronald S. Karpf and Allan F. Williams in an analysis of 1978 fatality data.

Next to the 18-year-olds, the 16-, 17-, and 19-year-olds had the highest rates of deaths per licensed driver; the figures then declined rapidly as drivers grew older. When depicted graphically, the statistics for almost every aspect of the teen driver problem jut up in towering peaks when compared to the pattern for the entire driver population. (See Figure 1.) Not only for teenaged drivers themselves, but also for passengers in their vehicles, for occupants of other vehicles into which they crash, and for nonoccupants such as pedestrians, the peak fatality figures are all associated with drivers in their teens.

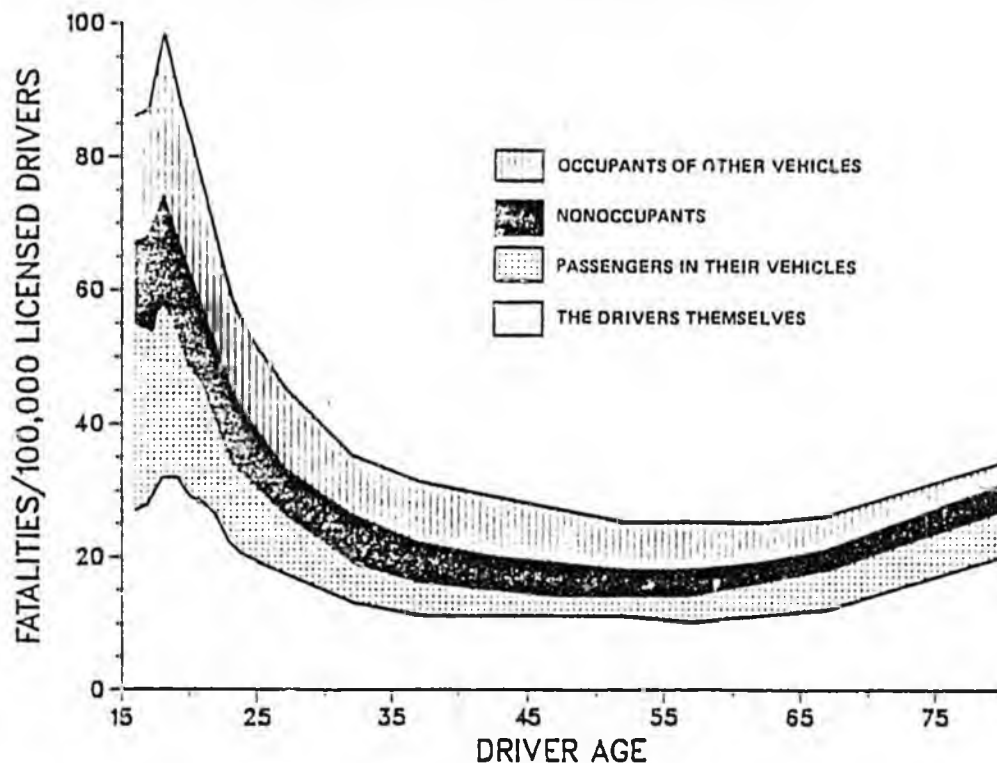
### Male, Female Rates Vary

While 18 was the age of greatest involvement in fatal passenger vehicle crashes per licensed driver when both males and females were considered together, there was great variation between the sexes in the fatal crash data. For males the rate peaked at 18, while for females it was highest at 16. (See Figure 2.)

The death rates of drivers themselves were highest from 16 through 21, peaking at 18 and 19. Moreover, partly because young drivers appear to load large numbers of their friends into their cars, they were especially likely to have passengers in their vehicles die.

(Cont'd on page 4)

Figure 1  
FATALITIES ASSOCIATED WITH CRASHES  
OF DRIVERS OF VARIOUS AGES, 1978



### Deaths Per Licensed Driver Peak At 18 (Cont'd from page 3)

"Sixteen-year-old drivers had the highest rate of such passenger deaths," the researchers said, "in fact, fewer 16-year-old drivers were killed than were passengers in their vehicles."

Younger drivers were found more likely to be involved in fatal single-vehicle crashes than older drivers. Sixteen-year-old drivers had the highest proportion of such crashes at 39 percent. The rate remained near this level until after the age of 24.

#### Contribution Of 16- And 17-Year-Olds

In 1978 there were 4,198 deaths in crashes involving passenger vehicle drivers 16 and 17 years old. The young drivers themselves accounted for 1,344 of those deaths, and 1,307 of their passengers died. The other fatalities were occupants in other vehicles with which the teen drivers collided and nonoccupants (motorcyclists, pedalcyclists, and pedestrians). Taken together they all accounted for 10 percent of the 1978 deaths that occurred in crashes involving a passenger vehicle. These crashes involving 16- and 17-year-old drivers had a significant impact on the fatality toll for all of the teen years. They accounted for 60 percent of the passenger vehicle-related deaths of 16- and 17-year-olds, about one-third of the deaths of 15-year-olds, one-fourth of the deaths of 14-year-olds, and smaller but appreciable proportions of the deaths of persons of other ages from infancy through late adulthood. (See Figure 3.)

Considering the toll associated with teen drivers, the authors of the Institute study mentioned several possible measures that might reduce the loss of life in highway crashes. Among them were these:

- Raise the minimum age of licensure to 18. "This would undoubtedly be an effective policy, although not all of the more than 4,000 fatalities that result annually from the driving of 16- and 17-year-olds would be eliminated. Some might drive without licenses; those not allowed to drive would become potential pas-

Figure 2  
NUMBERS OF DRIVERS OF PASSENGER VEHICLES  
IN FATAL CRASHES PER 100,000 LICENSED DRIVERS,  
UNITED STATES 1978

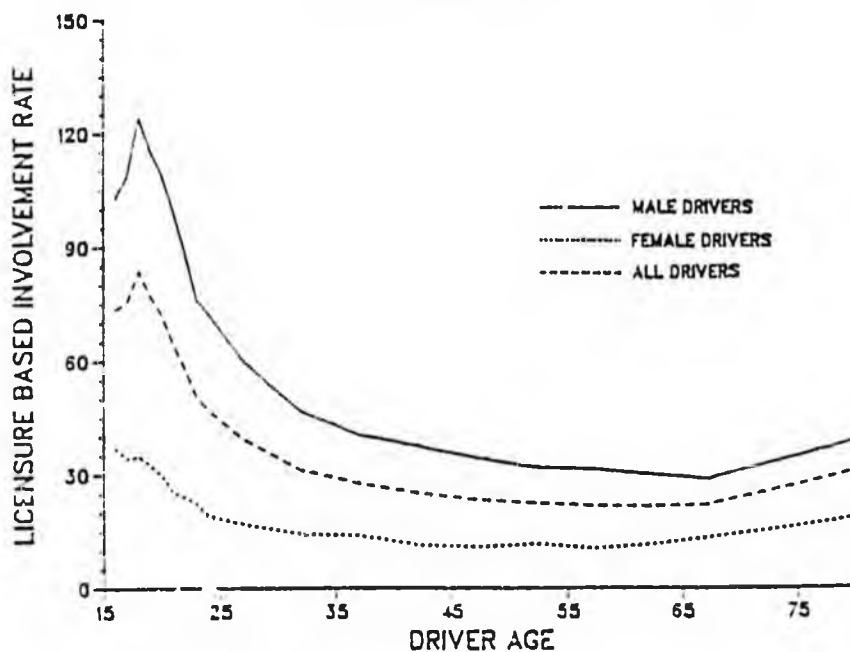
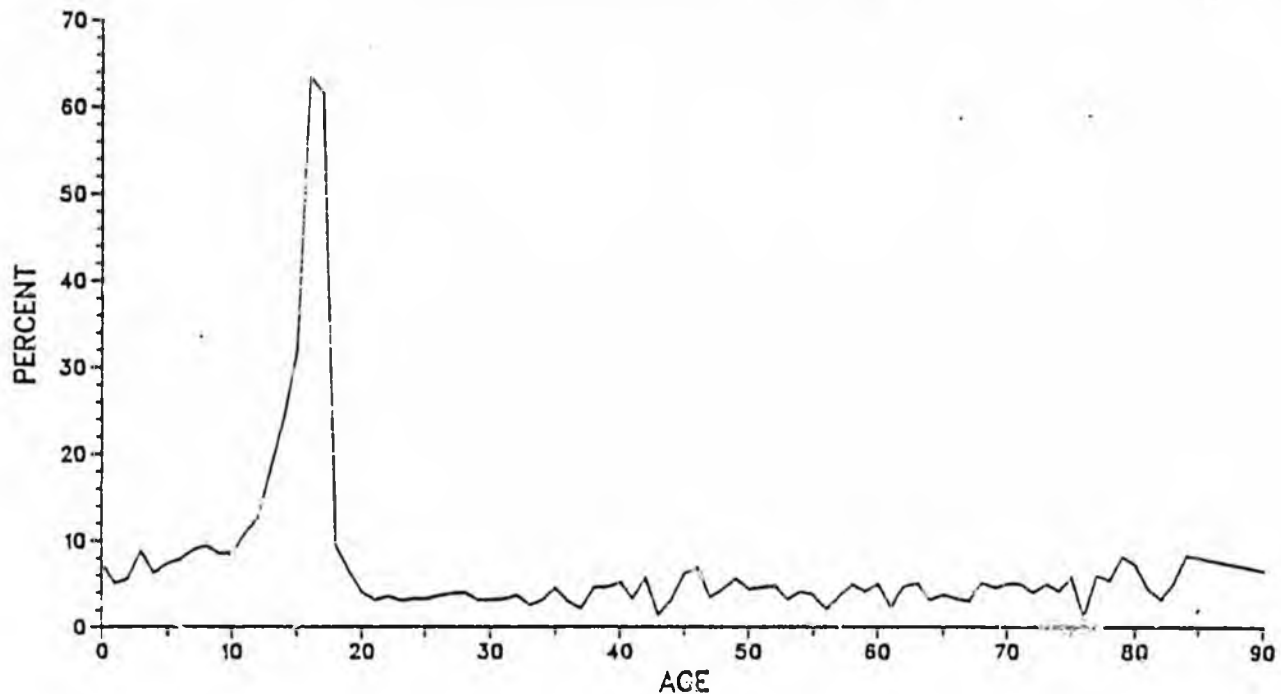


Figure 3  
PERCENTAGE OF PASSENGER VEHICLE RELATED DEATHS  
IN VARIOUS AGE GROUPS INVOLVING 16-17 YEAR OLD  
DRIVERS, UNITED STATES 1978



sengers; and to some extent older drivers would substitute for 16- and 17-year-olds in providing transportation."

- Allow only "essential" driving by 16- and 17-year-olds, e.g., to and from work. This is seen as one way of offsetting the inconvenience or hardship for many teenagers and their parents in raising the age of licensure.
- Eliminate high school driver education. "High school driver education has been found to increase substantially the numbers of 16-17-year-olds licensed, without reducing crashes." (See report on page 10)
- Prohibit teenagers from driving during some late evening/early morning hours. "Almost half the fatal crashes of drivers less than 18 years old take place from 8:01 p.m. to 4 a.m."
- Implement long-available crash-packaging technologies and clean up highway and roadside hazards. "Deaths of motor vehicle occupants of all ages could be markedly reduced" by such measures, including making air bags available for public use.
- Make licenses for teen drivers conditional on seat belt use. This measure should be considered for 16- and 17-year-olds and possibly older teenagers, who rarely use seat belts.

Copies of the report, "Teenage Drivers and Motor Vehicle Deaths," by Ronald S. Karpf and Allan F. Williams, are available from the Insurance Institute for Highway Safety, Watergate 600, Washington, D.C. 20037.

## Teen Passenger Toll Is Heavy, Starting at 13

Teenaged drivers not only are more in jeopardy than drivers of other age groups but — less well known — they also contribute substantially to the deaths of other teenagers as passengers.

A new research study by Allan F. Williams and Ronald S. Karpf of the Insurance Institute for Highway Safety focuses on the deaths of teenaged passengers and includes these findings:

- Teenaged passengers show a high death rate per capita compared to passengers of other ages, the increased rates starting at 13.
- The majority of fatally injured teenaged passengers sustain those injuries in vehicles driven by teenagers.
- Deaths of teenaged passengers tend to occur in nighttime crashes, especially weekend nighttime crashes.

Deaths of teenagers as passengers and as drivers are actually about equal, the researchers reported. From 1978 data, they found that 63 percent of all teenaged passengers who are killed sustained their injuries in vehicles driven by teens. They also discovered that 72 percent of all passengers fatally injured in vehicles driven by teenaged drivers were teenagers.

### Death Rates Rise At 13

Teenaged passengers account for nearly one in three of all passenger deaths in passenger vehicles, the new study reports. Passenger death rates per capita begin to rise at 13, the researchers reported, exceed driver death rates until 17, and are higher at each age from 16 to 19 than at any other time of life.

Figure 1

FATALLY INJURED OCCUPANTS OF PASSENGER VEHICLES  
PER 100,000 UNITED STATES POPULATION, 1978

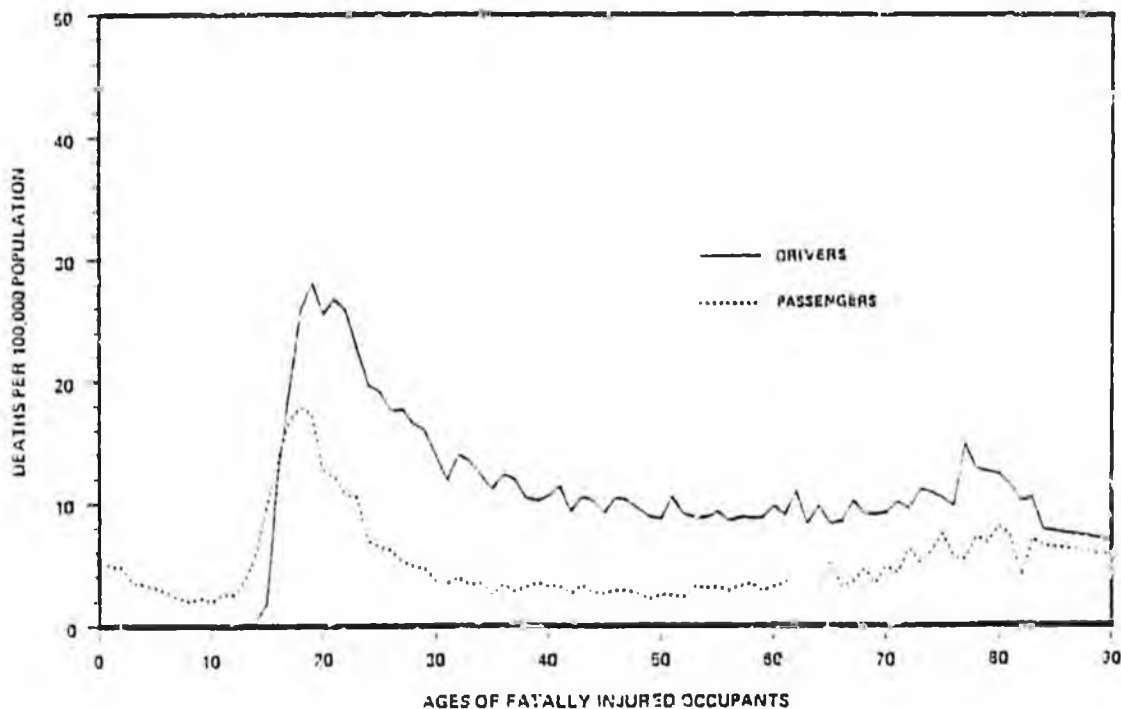
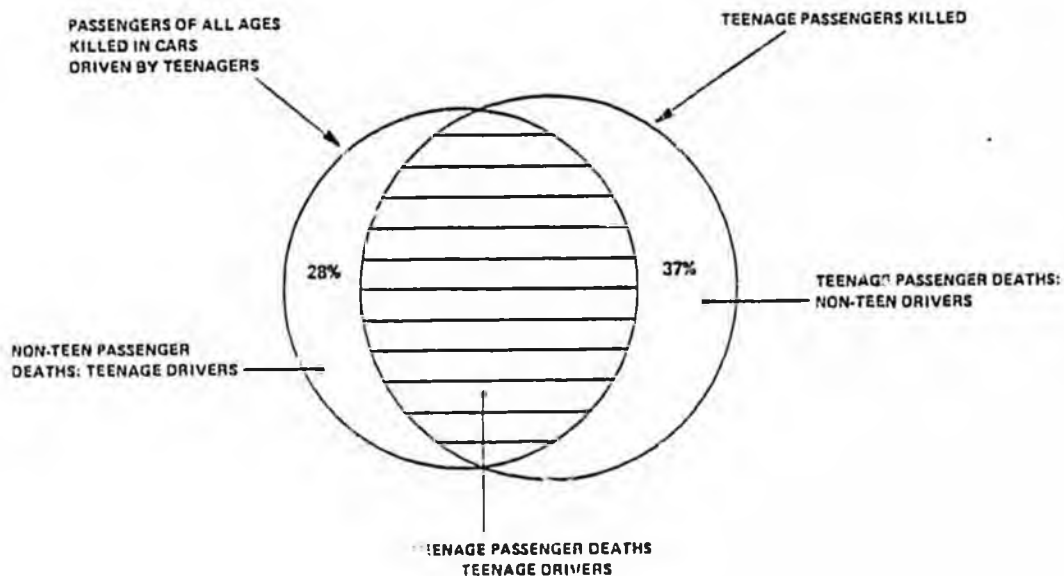


Figure 2

CONTRIBUTION OF TEENAGE DRIVERS TO DEATHS OF TEENAGE PASSENGERS



Among all teenagers, male drivers had the highest death rate per capita, followed by male passengers, female passengers, and female drivers, in that order. From 13 through 16 the rates for both male and female passenger deaths increased in a similar fashion, diverging after 16. The male rates rose sharply and peaked at 19 before declining sharply; female rates were about the same for 16 through 18, then declined.

In the 1978 data, 67 percent of the deaths of teenaged male passengers and 58 percent of the deaths of teenaged female passengers resulted from travel with a teenaged driver. "Teenaged drivers are a major source of transportation for teenage passengers," the researchers commented, "and there is some evidence that the presence of teenage passengers, especially in large numbers, is associated with increased crash risk for teenage drivers." Because of this the authors recommended that consideration be given means to prohibit teenaged drivers from transporting teenaged passengers.

Many Die In Nighttime Crashes

More than half of both the passengers and drivers in the 16-to-19 age range who were reported fatally injured in the 1978 data sustained their injuries in nighttime crashes. The researchers found that males in this age range were more likely than females to die in nighttime crashes.

The study referred to suggested ways to reduce the deaths of teenaged drivers offered in another study (see report on page 3), and said the same measures would be effective in reducing the deaths of teenaged passengers. Pointing especially to the need for seat belt use, the researchers noted that a number of states in recent months have passed requirements for child restraint use.

"Child restraint laws are important, but the need is much greater for teenagers," the authors said. "In 1978 there were 592 children 0-3 years old fatally injured in passenger vehicles in the United States, compared to 6,291 fatalities among 16-19-year-olds."

Copies of the study, "Deaths of Teenagers as Passengers in Motor Vehicles" by Allan F. Williams and Ronald S. Karpf, are available from the Insurance Institute for Highway Safety, Watergate 600, Washington, D.C. 20037.

## Curfew, Licensing Delay Seen As Options

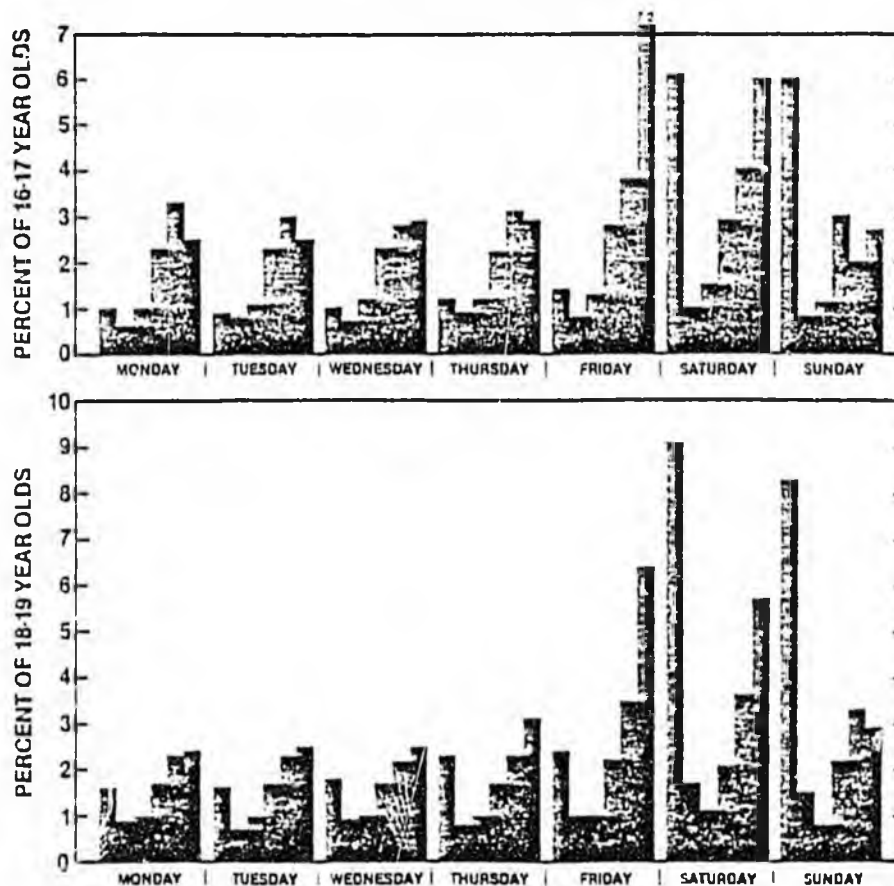
Postponing driver licensure until 18 and restricting the hours that young drivers are permitted to drive are two of the most promising measures that might reduce teenaged drivers' involvement in fatal crashes, a Yale University researcher has suggested.

Leon S. Robertson of the university's Center for Health Studies came to these conclusions in a study of teenaged drivers and their fatal crash involvement. The study, published in the Summer 1981 issue of the *Journal of Health Politics, Policy and Law*, was supported by the Insurance Institute for Highway Safety.

Robertson examined data on fatal crashes from 1975 through 1978 involving 236,205 drivers, including 19,470 under 18 years of age. From the patterns he found he concluded that an "increase in teenager deaths in the 1960s and early 1970s resulted at least partly from public policy specifically intended to reduce the crash involvement of teenaged drivers." Among the programs with questionable results he mentioned were alcohol and drug education programs that have proliferated in schools and may have contributed to increased use of narcotics and resulting problems on the highways, and high school driver education. (See report on page 10.)

"Clearly, greater consideration should be given to the potential effects of public policies before they are widely adopted," the researcher said.

Fatal Crash Involvement of Driver Age Groups by Time of Day and Day of Week\*



\*Each day is divided into six four-hour increments

The study pointed out that almost half of the fatal crashes involving drivers under the age of 18 occur in the four hours before or the four hours after midnight. "Thus, modification of the licensure laws to allow those less than 18 years old to operate vehicles only from 4 a.m. to 8 p.m. has the potential to reduce their fatal crash involvement if such a provision could be effectively enforced," Robertson said. He noted that police enforcement would be difficult but that parents aware of such a law might reduce the availability of vehicles to 16- and 17-year-olds late at night.

There were no adult passengers in 83 percent of vehicles in fatal crashes involving drivers below the age of 18, Robertson noted. Requiring the presence of an adult in the car for drivers of that age might reduce their involvement in fatal crashes, he said. However, he warned that such a measure should be carefully researched before adoption because of the possibility that more adult deaths would result.

Copies of the study, "Patterns of Teenaged Driver Involvement in Fatal Motor Vehicle Crashes: Implications for Policy Options," by Leon S. Robertson may be obtained from the Insurance Institute for Highway Safety, Watergate 600, Washington, D.C. 20037.

## **Raising Drinking Age Reduces Fatal Crashes**

States that have raised their legal minimum drinking age in recent years have had a substantial reduction in nighttime fatal crashes, Insurance Institute for Highway Safety researchers have reported.

In the early 1970's more than half of all the states lowered their minimum drinking ages. But between 1976 and January of this year, 14 states had reversed that trend and raised the minimum ages. The Institute research indicated that about 380 fewer young drivers are involved in nighttime fatal crashes each year in these 14 states since the minimum ages were raised.

### **28 Percent Reduction Is Average**

"Any single state that raises its drinking age can expect the involvement in nighttime fatal crashes of the age groups to which the change in the law applies to drop by about 28 percent," the researchers reported. In eight of nine states studied, reductions were found ranging from 6 percent to 75 percent. In only one state, Montana, was no net reduction observed.

Included in the study were Illinois, Iowa, Maine, Massachusetts, Michigan, Minnesota, Montana, New Hampshire, and Tennessee. The research project excluded five other states that had raised their minimum drinking age so recently that there had not been sufficient time for the results to be measured with available data.

While alcohol is known to be a major factor in all fatal crashes, it is particularly involved in nighttime fatal crashes. Other research (see report on page 8) has reported that almost half of all fatal crashes involving drivers under 18 happen between 8:01 p.m. and 4 a.m.

### **More Gains Seen Possible**

While a significant number of lives were saved by the law changes, the researchers predicted that even more substantial gains might be made if all 31 states (including seven of the nine studied) that as of last January had a drinking age of less than 21 were to raise the minimum to 21. Such action would mean that each year about 730 fewer young drivers would be involved in nighttime fatal crashes, the study estimated.

*(Cont'd on page 10)*

### *Raising Drinking Age Reduces Fatal Crashes (Cont'd from page 9)*

"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," the researchers said.

Copies of the study, "The Effect of Raising the Legal Minimum Drinking Age on Fatal Crash Involvement" by Allan F. Williams, Paul L. Zador, Sandra S. Harris, and Ronald S. Karpf, are available from the Insurance Institute for Highway Safety, Watergate 600, Washington, D.C. 20037.

## High School Driver Ed Promoting Early Licensure

A Connecticut study has underscored the role of high school driver education in promoting the licensure of 16- and 17-year-olds and, as a result, their increased involvement as drivers in crashes.

In 1976, Connecticut dropped state funding for high school driver education, and eight municipalities and one regional school district eliminated the courses from their high school curricula. This provided an opportunity to observe the effects on licensure and crash involvement in the affected school districts, contrasted with nearby communities that retained their programs.

A 1980 study, carried out at Yale University's Center for Health Studies, indicated that elimination of high school driver education in these communities led to a 57 percent reduction in licensure among 16- and 17-year-olds during a three-year period, compared to a 9 percent decrease in communities that retained the program.

Conducted by Leon Robertson under a grant from the Insurance Institute for Highway Safety, the study also showed the communities without high school driver education experienced a 63 percent reduction in the crash rate among 16- and 17-year-olds on a population basis, compared with little change in the crash rate in communities that retained the programs. (See *Status Report*, Vol. 15, No. 9, June 10, 1980.)

The study noted earlier research in England and the U.S. which found that "more driver education was related to more licensed drivers," with the net result being higher crash involvement per capita for 16- and 17-year-olds. (See *Status Report*, Vol. 12, No. 17, Nov. 30, 1977.)

"About 75 percent of the 16-17-year-olds who could be expected to have been licensed if they had taken high school driver education waited until they were 18 or older to be licensed when high school training was no longer available," the Robertson study concluded.

"The intertwined and more far-reaching issue is whether or not 16-17-year-olds should be licensed to drive whatever their training. Many state laws do not allow persons less than 18 years of age to vote, sign contracts, play pinball machines, and the like. And yet persons apparently considered insufficiently mature for such activities are licensed to assume responsibility for operating vehicles that so commonly kill and maim."

Robertson noted that in Connecticut - which has a relatively low crash rate - about one in five drivers licensed at 16 will be involved in a crash causing injury or more than \$400 in property damage before their 18th birthdays.

## Teens Found Least Likely To Obey Belt-Use Law

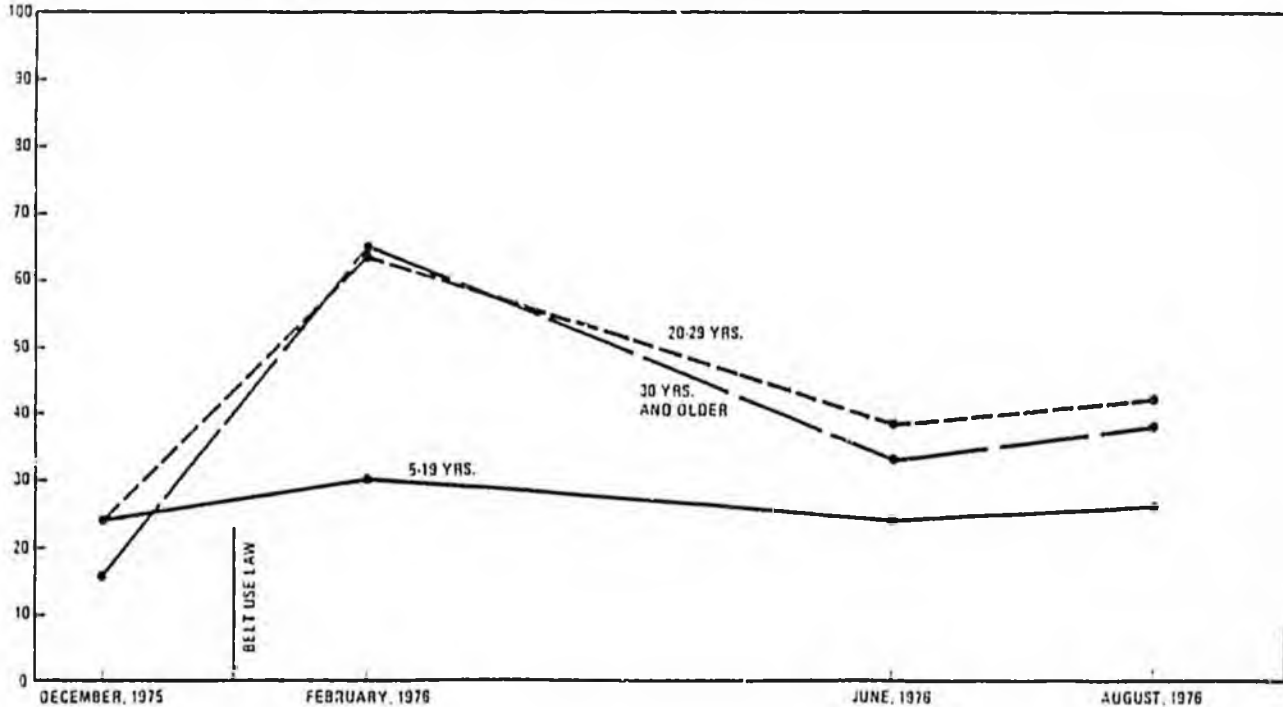
A belt-use law in Ontario, Canada, succeeded in raising the belt-use rates of the general population, but researchers found those most at risk – teenaged drivers – were least likely to obey it.

In November 1975, the province of Ontario adopted a law requiring vehicle drivers and passengers to wear seat belts. Researchers for the Insurance Institute for Highway Safety conducted surveys of belt-use patterns both before and after enactment of the law.

In December 1975, a month before the law became effective, 21 percent of the drivers surveyed at urban and rural sites were seen wearing belts. In February 1976, after the law went into effect, belt use by drivers jumped to 71 percent. But by August that year, it had fallen to 48 percent overall.

The story was different for teenaged drivers and passengers in their teens and under. "Shoulder belt use by teenaged drivers and teenaged or younger passengers was apparently only slightly and temporarily affected by the law," wrote researcher Leon Robertson. About three-fourths of persons estimated to be 5-19 years of age were *not* using shoulder belts in December, before the law, and in June and August of the following year. This was after a very slight increase in February, right after the law went into effect. (See graph.)

PERCENT DRIVER AND RIGHT FRONT PASSENGER SHOULDER BELT USE IN EQUIPPED CARS BEFORE AND AFTER A MANDATORY BELT USE LAW WENT IN FORCE JANUARY 1, 1976 IN ONTARIO, CANADA, BY ESTIMATED AGE.



# On The Inside

- **INSTITUTE RESEARCH** has underlined the enormity of the public health problem resulting from teenagers and automobiles. . . . Page 1
- **A FACT SHEET** summarizes some of the highlights of Institute research into the combination of teens and motor vehicles. . . . Page 2
- **TEENAGED DRIVERS** have a high rate of involvement in fatal crashes, and the age of 18 is particularly critical. . . . Page 3
- **TEENAGED PASSENGERS** have a high per capita death rate in motor vehicle crashes, from the age of 13 years. . . . Page 6
- **POSTPONING DRIVER LICENSURE** and restricting teen driving hours are two measures suggested to reduce the teen death rate. . . . Page 8
- **RAISING THE MINIMUM** drinking age has been associated with a substantial reduction in the number of fatal nighttime crashes. . . . Page 9
- **A CONNECTICUT STUDY** has shown high school driver education increases licensure — and crash involvement — of teenagers. . . . Page 10
- **A BELT-USE LAW** has been found to have its least effect on those believed most at risk — teen-aged drivers. . . . Page 11

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the highway loss reduction  
**Status Report**

Watergate 600 • Washington, D.C. 20037 • 202/333-0770

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POSITION PAPER

HOUSE BILL NO. 112

"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 intoxicating liquor; and providing for an effective date."

Overview

Passage in 1971 of the 26th Amendment to the United States Constitution not only allowed 18 year olds to vote but this action assisted in extending certain other privileges to this age group. During the period of 1970 to 1975, 27 states including Alaska, lowered their minimum drinking age for all alcoholic beverage, and another 11 states lowered the drinking age for wine and/or beer. However, 1976 saw a reversal of this trend when Minnesota raised its minimum drinking age and since then, eight (8) other states have also raised their drinking age. A key factor in states decisions to raise drinking ages has been their experience of sharp increases in alcohol-related highway accidents and fatalities that have coincided with the reduction in drinking age. Massachusetts, for example, found that traffic fatalities involving drinking teenagers nearly tripled in the years following lowering the legal drinking age.

Alaska Experience

Alcohol abuse and alcoholism are generally recognized as Alaska's number one health and social problems. Alcohol has also been linked with the state's high accidental death rate and other manifestations of social ills, such as homicide, suicide, crime, violence, child and spouse abuse and neglect, etc.

Youth of Alaska are not immune from the ill effects of alcoholism and alcohol abuse. For example, the State Alcoholism Plan estimates that over 7,000 of Alaska's youth are problem drinkers, defined as drinking alcohol to an extent, or in a manner that an alcohol-related disability is displayed. Also, our state-funded alcoholism treatment programs report that youth make up 5.9% of all persons seen for treatment and counselling. Our Department finds 16-17% of all juvenile arrests are for driving under the influence, liquor law violators and public drunkenness, ranging to as high as 52% in Bethel and 45% in Juneau.

These statistics appear to indicate that alcoholism and alcohol abuse continues to be a serious health and social problem in the State and to which our youth are vulnerable as well.

Department's Position

The Department offers its expertise in looking at the social and health aspects of the problem. Our experience must be considered in combination with expert advice from the other agencies and groups impacted by the problem, such as the Department of Public Safety and Department of Law. We wish to note that the raising of the legal drinking age, although not a panacea for alcohol abuse, may decrease the availability of alcohol to a population that is at risk from this major health and social service problem.

Recommended by: Robert L. Cole  
Robert L. Cole  
Coordinator  
Office of Alcoholism/  
Drug Abuse

Date: 02/02/82

Approved by: Helen D. Beirne  
Helen D. Beirne  
Commissioner  
Dept. of Health and  
Social Services

Date: 2-2-82

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. HB 112  
Title "An Act authorizing an advisory vote by voters raising age to 21.."  
Requested by \_\_\_\_\_ Date \_\_\_\_\_

II. FISCAL DETAIL

Agency Affected Health & Social Services  
Program Category Affected Alcoholism/Drug Abuse  
BRU, Program, Or Subprogram(s) Affected \_\_\_\_\_  
(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 82	FY 83	FY 84	FY 85	FY 86	FY 87
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS -0- -0- -0- -0- -0- -0-


FULL TIME						
PART TIME						
TEMPORARY						
	-0-	-0-	-0-	-0-	-0-	-0-

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

*Robert L. Cole*

IV. DATE January 27, 1982 PREPARED BY Robert L. Cole  
AGENCY Alcoholism/Drug Abuse  
Original: Legislative Finance PHONE 586-6201  
cc: Budget and Management  
Prime Sponsor (First Legislator Named)  
33-001 (Rev. 12/81)

*JCC*



Just how big is this problem? It is estimated in the Alaska State Alcoholism Plan for FY 80 that 15,141 Alaskans between the ages of 20-29, 7,372 Alaskans 30-39, and 5,635 Alaskans 40-49 are persons with alcohol related problems. It is projected that these 26,148 people directly and seriously affect the lives of four to six other people, many of whom are children (there are 177,643 young people) in this state where the median age is 22 years. However, considering the extended family system throughout Alaska, young people are seriously affected by those 2,212 Alaskans 50-59, 1,028 Alaskans 60-69, and 72 Alaskans over 70 who are aunts, uncles and grandparents with alcohol-related problems.

Statewide statistics pertaining to youth with alcohol related problems were unavailable as studies deal with the "legal" drinking age. However, in a study done for NIAAA it was found that:

- Over 1/4 of the nation's teenagers are problem drinkers.
- Fewer than 18% of the nation's 17-year-olds never have taken a drink.
- 1/4 of the 13-year-olds surveyed could be classified as moderate drinkers.
- Nearly half of all the students surveyed (13,000 youths in 450 schools) said they had been drunk within the past year.

A National Council on Alcoholism bulletin reported on a survey done by the Social Advocates for Youth - approximately 3500 4th, 5th, 6th graders:

- 45% of the children considered themselves users of alcohol
- 20% reported drinking alcohol once a month
- 9% stated alcohol use imposed personal problems for them which they felt they would like to discuss with someone
- Lastly, the younger students reported much of their alcohol use occurs within the family and they would be willing to seek counsel with their parents.

The ALCOHOLISM AND ALCOHOL EDUCATION REPORT from Washington, D.C. reported that Michigan's Institute for Social Research shows that "Daily drinking among high school seniors in the U.S. jumped 20% between 1978 and 1979, to 6.9 percent of the class of '79 from 5.7 percent of the 1978 seniors, according to a national study which only last year reported a decrease in the daily drinking habits of 12th graders."

And it is believed that, as with all other national studies, the Alaskan usage would be greater and the problems associated with that, more complex.

The Bachman Study found that when asked how often they had taken five or more drinks in a row during the prior two weeks, 52% of all high school senior males and 41% of females in 1979 reported doing so on at least one occasion, 26% of males and 12% of females reported doing so on three or more occasions. Each of these percentages has risen by 3 or 4% since 1976. This suggests that the problem of alcohol abuse among high school seniors may be increasing dramatically.

## 2) Alcohol and Youth in Anchorage

The conclusion that alcohol abuse among youth may be stabilizing in numbers, but more intense within the abusing group may be supported by the results of a study given to 8th grade Mat-Su students. Only forty percent (40%) of those surveyed felt that alcohol was a dangerous drug. Excluding the perceived risk of tobacco, alcohol was perceived as having the lowest risk of any drug mentioned. ~~Twenty-two (22) percent of the males and 7% of the females surveyed stated they had used alcohol often and by the 8th grade, only 28% of the males and 33% of the females had never used alcohol. These statistics are similar to those found in an 8th grade classroom in an Anchorage suburban school.~~<sup>3</sup>

Of the juvenile drug counseling caseload at the Open Door Clinic for FY-80, 38 admissions or 45% of the total caseload was attributable to drugs and alcohol. None of those included in the statistical profile were above 18 years of age.<sup>9</sup> Currently, the Municipality's Youth Outpatient Program is operating at 160% of estimated capacity.

In 1979, data derived from the Anchorage area indicated a serious and worsening situation. In the last year, the situation appears to be improving slightly. Listed below are eight arrest categories and one request for service category that have a high degree of relationship with youth and alcohol use. Between 1977 and 1979, these incidents increased by 39.9% while the total increase in police activity increased only 24%. In 1980, these incidents decreased by 10%

<sup>8</sup> Response to Self-Evaluating Questionnaire, Akeela House, Inc., May, 1980.

<sup>9</sup> Open Door Clinic Juvenile Drug Counseling, Demographic Characteristics, FY-80.

while the total increase in police activity increased only 24%. In 1980, these incidents decreased by 10% while the total increase in police activity was 5.9%. This slight turn around could be the result of both the increasing sophistication of the Anchorage programs designed to assist youth under the age of 18 and the growing conservative philosophy in Anchorage and the Nation.

Table 4  
 Juvenile Offenses Involving Alcohol  
 1977-1980, Anchorage

	1977	1979	1980	Percent
Liquor Minors Involved	89	120	104	-13.3%
A & B (Juvenile Arrests)	33	41	43	+ 4.9%
Disorderly Conduct	54	70	48	-31.4%
Drinking in Public	3	5	11	+54.5%
Driving While Intoxicated	6	18	14	-22.2%
Drunk on Roadway	3	5	5	- 0 -
Minor in Possession	29	59	64	+ 7.8%
Minor on Premises	13	11	6	-45.5%
Miscellaneous Liquor Violations	8	4	5	+25.0%
Total	238	333	300	-10.0%
Total Cases-Requests and Arrests	63,096	78,380	83,338	5.9%

Source: 1977, 1979, and 1980 Anchorage Police Department Yearly Report.

The philosophy of the local programs are consistent with the conclusions of a recent article regarding alcohol abuse by adolescents and its prevention. The article stated that problem drinking among teenagers is frequently correlated with involvement in anti-social activities, poor school performance, drug use, problem drinking among family and/or peers, and lack of supervision. Alcohol education has tended to increase knowledge, but not change behavior patterns, and in some cases, has led to increased alcohol use. The author suggests that future prevention strategies be targeted at specifically defined groups of adolescents and that they be concerned with the prevention of problem drinking rather than the prevention of alcohol use. <sup>10</sup>

<sup>10</sup> Hankoff and Schmidt, "Reviews of Studies of Adolescent Drinking Patterns and the Effectiveness of Prevention Measures Used with This Age Group," Public Health Review, Hankoff and Schmidt, 1979.

*Youth - Muni*

Table 27. Arrest Data, by Offense Category and Adult/Juvenile Status, Alaska, 1976-1978.

YEAR	AGE GROUP	OFFENSE CATEGORY					
		DRIVING UNDER THE INFLUENCE		DRUNKENNESS		LIQUOR LAW VIOLATIONS	
		NO.	%	NO.	%	NO.	%
1978	Adult	3195	97.9	567	92.0	1205	57.3
	Juvenile	70	2.1	40	8.0	897	42.7
	TOTAL	3265	100.0	616	100.0	2102	100.0
1977	Adult	3430	97.9	184	98.4	903	49.7
	Juvenile	74	2.1	3	1.6	915	50.3
	TOTAL	3504	100.0	187	100.0	1818	100.0
1976	Adult	2928	98.3	10	71.4	592	48.4
	Juvenile	52	1.7	4	28.6	632	51.6
	TOTAL	2980	100.0	14	100.0	1224	100.0

For adult arrestees, the major alcohol-related offense class was driving under the influence, accounting for roughly 21%-24% of all adult arrests. For juvenile arrestees, the liquor law violation class was the major arrest category, accounting for approximately 12%-15% of all juvenile arrests during this period. See Table 28.

Table 28. Total Arrests and Alcohol-Related Offenses, by Adult/Juvenile Status, Number and Percent of Total, Alaska, 1976-1978.

ADULTS/ARRESTS BY OFFENSE	1978		1977		1976	
	NO.	%	NO.	%	NO.	%
Total Arrests	14862	100.0	14764	100.0	12435	100.0
Total Alcohol-Related Arrests	4967	33.4	4517	30.6	3530	28.4
Alcohol-Related Arrests:						
DUI	3195	21.5	3130	25.2	2928	23.5
Drunkness	567	3.8	184	1.2	10	0.1
Liquor Law Viol.	1205	8.1	903	6.1	592	4.8
JUVENILES/ARRESTS BY OFFENSE						
Total Arrests	5947	100.0	6031	100.0	5369	100.0
Total Alcohol-Related Arrests	1016	17.1	992	16.4	688	12.8
Alcohol-Related Arrests:						
DUI	70	1.2	74	1.2	52	1.0
Drunkness	49	0.8	3	0.04	4	0.1
Liquor Law Viol.	897	15.1	915	15.2	632	11.8

## alcohol abuse

- the Alaska Council on the Prevention of Alcohol and Drug Abuse estimates there are over 45,000 alcoholics in the State of Alaska
- in a study done in 1979, it was found that almost 30% of all juveniles between 12-17 years old were alcohol and other drug abusers - with alcohol being the drug of choice by far
- "problems with alcohol" is the third leading reason people seek help at local community mental health centers in Alaska
- in a study done in 1979, 12% of Anchorage residents reported they drank "almost all the time."
- Alaskans spent \$280,600,000 on retail alcohol in 1980
- 58% of pedestrian-motor vehicle accidents were alcohol-related
- ~~62.7% of people in the under 25 age group use alcohol to face problems~~
- fetal alcohol syndrome is the third leading cause of birth defects nationally, and is totally preventable

## alcohol-related mortality

- 52% of all fire deaths in Alaska are alcohol-related
  - Alaska's fire fatality rate is twice as high as the national average
- 68% of all drownings are alcohol-related
- in 1976-1979 in Anchorage, the leading causes of death in the age group of 15-44 were:

motor vehicle accidents	- 70% alcohol related
suicide	- 80% alcohol related
homicide	- 64% criminal homicides 40% domestic murders

### SOURCES

State Office of Alcohol and Drug Abuse - Annual Report to the Legislature 1981  
The Alaska State Alcoholism and Drug Abuse Plan - 1981-1983  
Anchorage Health Systems Plan 1981-82

<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	6.3	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.

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%.)

# STATE OF ALASKA

**DEPARTMENT OF PUBLIC SAFETY**  
**OFFICE OF THE COMMISSIONER**

JAY S. HAMMOND, GOVERNOR

POUCH N  
JUNEAU, ALASKA 99811  
PHONE:

October 28, 1981

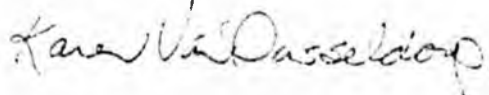
Len Danis  
c/o Terry Martin  
921 W 6th Avenue, Suite 250  
Anchorage, Alaska 99501

Dear Ms. Danis:

Enclosed are the statistics regarding traffic accidents and fatalities that you requested. The alcohol-related accidents are somewhat incomplete, but I hope what is available will be of some help to you.

Please feel free to contact me if I can be of any further assistance concerning highway safety-related matters.

Sincerely yours,



Karen VanDusseldorp  
Research Analyst  
Alaska Highway Safety Planning  
Agency

KV/sn  
Encl:

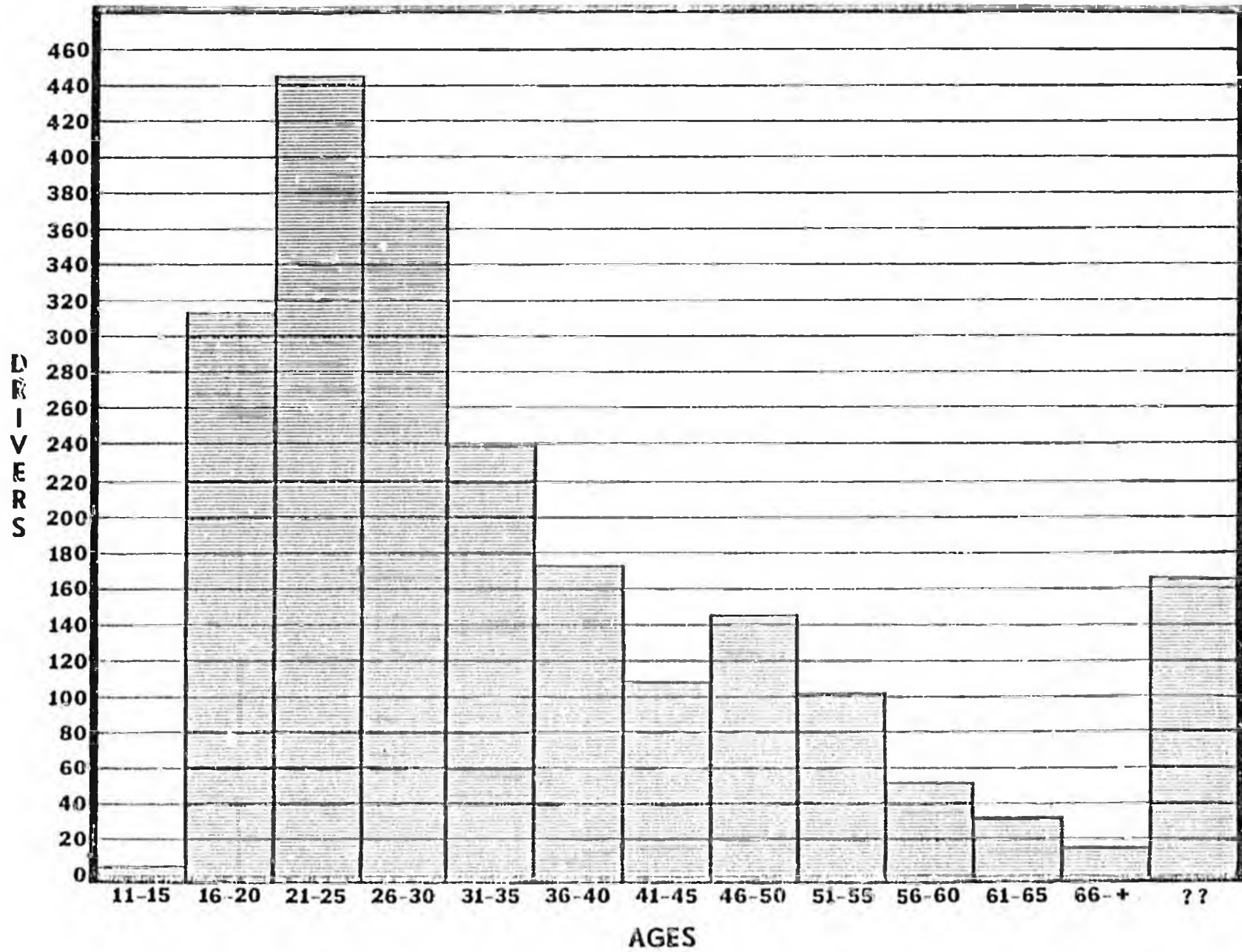
<u>YEAR</u>	<u>FATALITIES</u>	<u>TOTAL # ACCIDENTS</u>	<u>MDR</u> <sup>*</sup>
1970	101	11,641	7.3
1971	65	10,828	4.1
1972	61	11,753	3.9
1973	74	11,837	4.6
1974	89	17,101	4.1
1975	127	22,590	4.6
1976	124	21,408	4.1
1977	136	15,174	4.5
1978	127	12,962	4.5
1979	90	13,521	3.2
1980	80	13,165	3.3

\* Mileage Death Rate

ALCOHOL-RELATED 1979

<u>AGE</u>	<u># 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

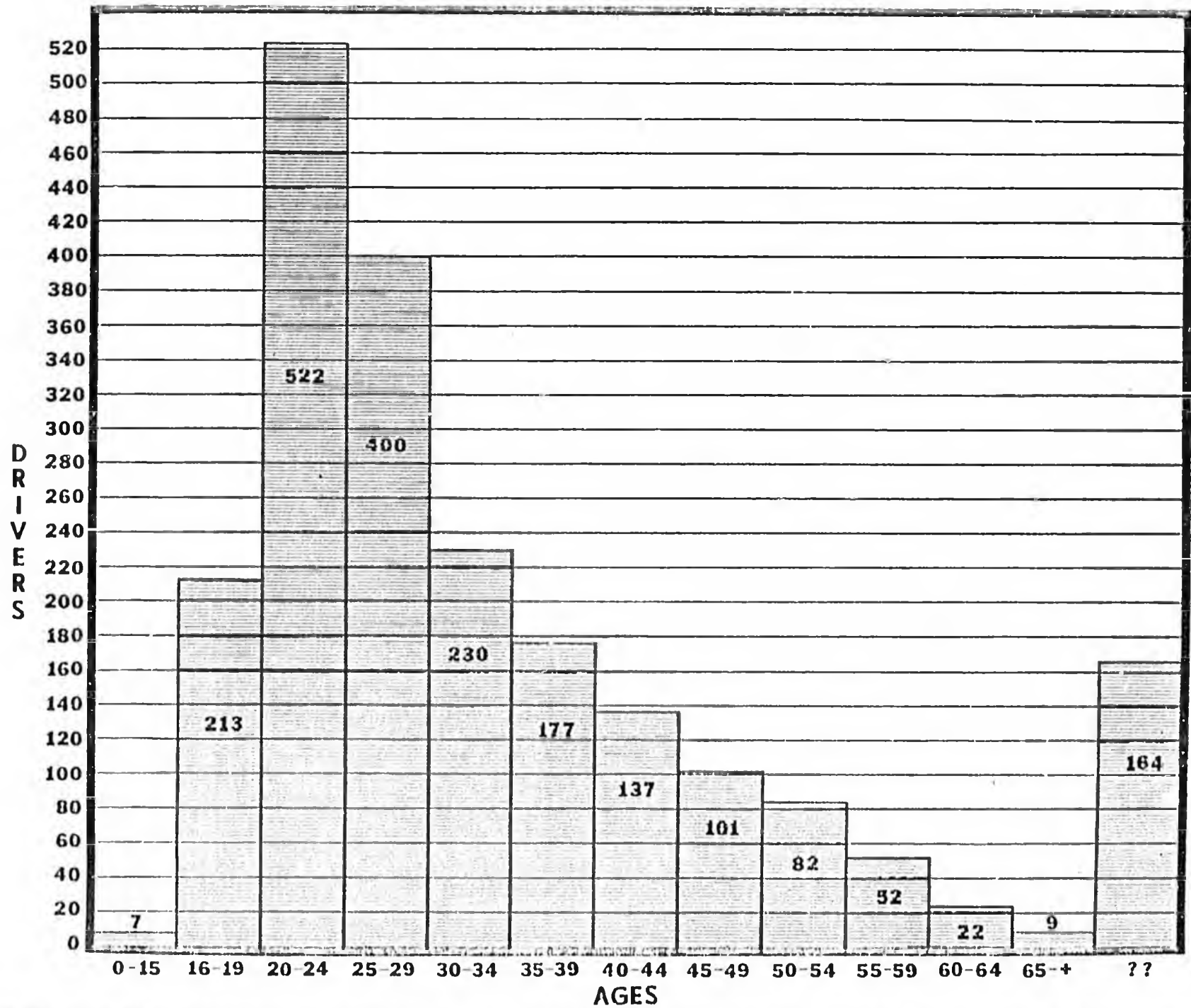
# ALCOHOL PRESENCE BY AGE GROUP



35

1976

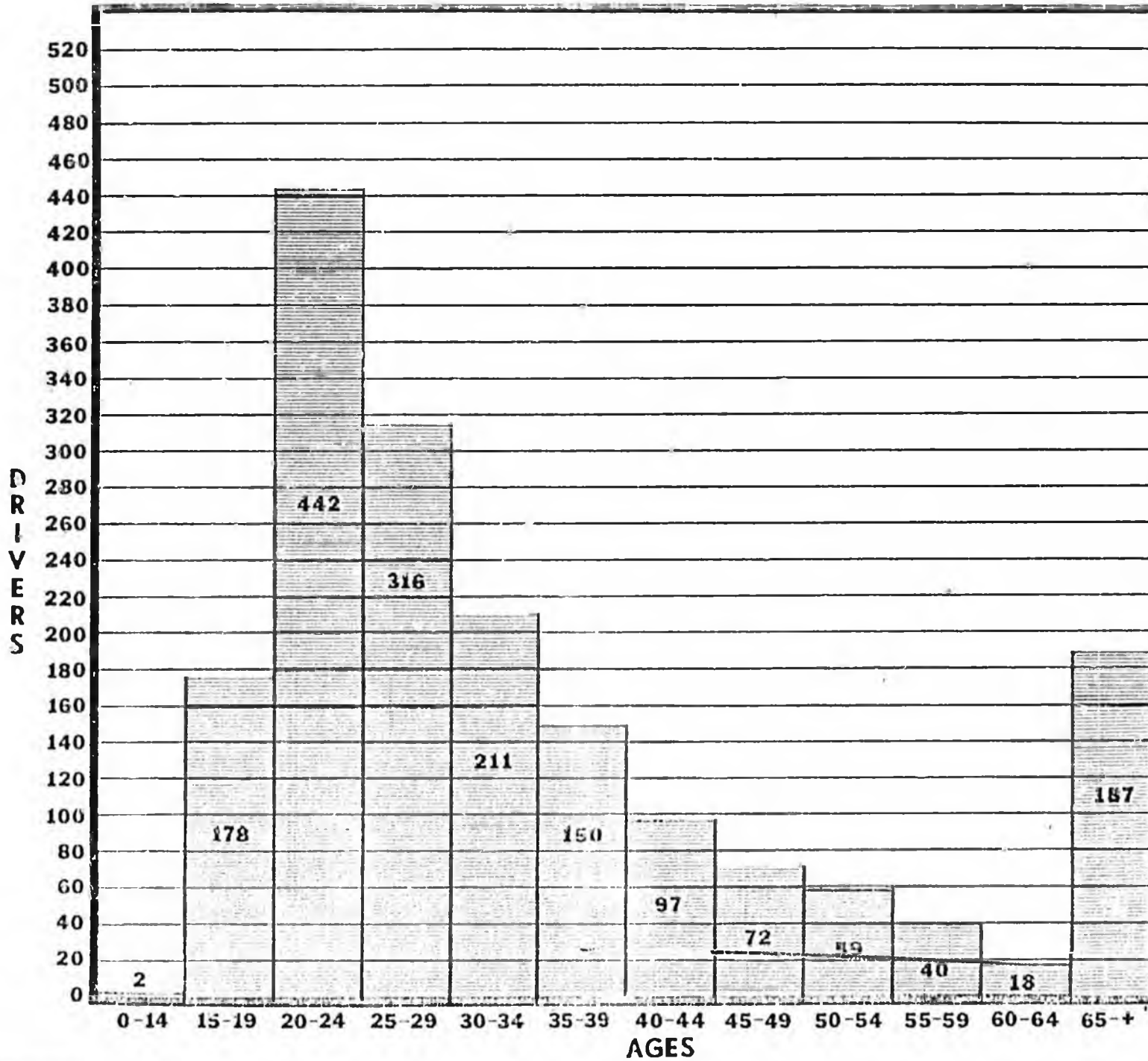
•••DRIVER ALCOHOL PRESENCE BY AGE GROUP•••



35

1977

•••DRIVER ALCOHOL PRESENCE BY AGE GROUP•••



35

1978

## LEGISLATURE

HB 111

# House votes to raise drinking age

TIMES  
3-15-83

Harry McFarland  
Associated Press

**Juneau** — The Alaska House Monday approved a bill that would raise the drinking age from 19 to 21, and have an advisory vote on the same question in the November 1984 general election.

The bill was approved 31-7 after several hours of debate, but Rep. Jim Duncan, D-Juneau — who engineered most of the amendments that were added to the bill — gave notice of reconsideration.

Duncan was able to have attached amendments that made the bill nearly identical to a version the House Finance Committee had

recommended. House lawmakers earlier had rejected the Finance version in favor of a Judiciary Committee version.

The amendments that made the bill similar to the Finance bill were the advisory vote, four sections that specifically detail under what conditions someone under age 21 can enter an eating establishment that serves liquor, and would allow those 19 years or older to work in a hotel, restaurant or eating place also serving alcoholic beverages.

But Duncan was unable to amend the bill to add two versions of a grandfather clause, the first of which was contained in the Finance version.

The first amendment would have allowed those 19 years of age on Jan. 1, 1984, to continue entering liquor-serving establishments. The second would have allowed those 19 on the effective date of the bill, which as passed, would be 90 days after the bill is signed by the governor.

The first battle — which took place in the House's first night session this year — was over an attempt by Rep. Vern Hurlbert, D-Sleetmute, to rescind the adoption of the Judiciary version.

The bill would have been the direct opposite of what those supporting the upping of the drinking age wanted, Duncan said.

MSG 83-00012825 PRTY 1 03/04/83 11:11:27 ORIG: LA03 IN= 0001 OUT= 0032  
FROM: JUNE, ANC LIO TO: POM JNU INFO  
TARGET: LJHL SUBJ: POM

-----  
3/4/83, JUNE, ANC LIO, MSG 12825

TO: ALL MEMBERS OF THE LEGISLATURE

FROM: JEAN JONES  
7503 SHADY BIRCH PLACE  
ANCHORAGE, AK 99502

(H) 243-9510 (W) NONE

THE LAWMAKERS MADE A MISTAKE WHEN THE BILL WAS PASSED TO LOWER THE DRINKING AGE FROM 21 TO 19. WE MUST CORRECT THAT, BY RAISING THE DRINKING AGE BACK TO 21. ANYTHING WE CAN DO TO LOWER THE NUMBER OF ALCOHOL-RELATED HIGHWAY DEATHS, AND SUICIDES IS AN IMPROVEMENT.

\*\*\*\*\*

HB117



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.

POUCH V  
JUNEAU, ALASKA 99811  
465-4990  
P.O. Box 4-1325  
ANCHORAGE, ALASKA 99509  
248-1515



CHAIRMAN  
HOUSE JUDICIARY COMMITTEE  
MEMBER  
HOUSE RESOURCES COMMITTEE

## Representative Charlie Bussell

ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES

March 30, 1983

City of Cordova  
P. O. Box No. 1210  
Cordova, Alaska 99574

ATTENTION: Mr. Perry D. Lovett, City Manager

Dear Mr. Lovett:

Thank you for forwarding to the House Judiciary Committee a report of the Cordova City Council's unanimous support for the legislative effort to raise the minimum age for consumption of alcoholic beverages to 21.

The House Judiciary Committee held lengthy hearings on HB 17, a bill introduced for that purpose. I have enclosed a copy of the bill, CSHB 17 - Judiciary, which has moved to the Floor of the House. I have also enclosed a copy of the House Journal for the 57th day, which shows floor action on the bill.

The bill is now in the Senate State Affairs Committee. I have also enclosed 12 copies of the Legislative Directory which indicates the membership of the Senate State Affairs Committee on page 30. You may wish to contact both the Senate State Affairs Committee and the Senate Judiciary Committee, to which the bill is referred following State Affairs.

Thank you again for forwarding information regarding your concerns and for becoming involved with the legislative process. Together we can make a difference and do something about the state we are in.

With best regards I remain,

Sincerely,

A handwritten signature in dark ink, appearing to read "Charlie Bussell".

Representative Charlie Bussell  
Chairman, Committee on Judiciary

CB:lyn

enclosures

POUCH V  
JUNEAU, ALASKA 99811  
465-4990

P.O. Box 4-1325  
ANCHORAGE, ALASKA 99509  
248-1515



CHAIRMAN  
HOUSE JUDICIARY COMMITTEE  
MEMBER  
HOUSE RESOURCES COMMITTEE

## Representative Charlie Bussell

ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES

March 28, 1983

Robert and Thelma Sinnett  
2001 Salem Court  
Anchorage, Alaska 99504

Dear Mr. and Mrs. Sinnett:

Thank you both for taking the time to write expressing your concerns for acts of public behavior which have gotten totally out of control.

With respect to the misuse of alcohol and drugs the Judiciary Committee in the House perfected HB 17 which raised the legal drinking age back to 21. On the House Floor I, and others, fought hours of attacks by Representatives Duncan and Clocksin to water down and destroy this bill. HB 17 is now in the Senate where Senators Ray, Josephson and Fischer will do all they can to kill it.

The House Judiciary now has HB 6 which covers increased penalties for drinking while intoxicated. Representatives Clocksin, Malone and Wendte have stalled action through two hearings, but will be unable to stop this bill from getting to the Floor of the House soon.

Within the next two weeks I hope you will be seeing two bills requiring mandatory insurance coverage ready for passage by the House. Again, Representatives Duncan, Malone, Miller, Clocksin and Wendte will be doing all they can to stop or delay progress on these bills.

Slowly, but surely, we are chipping away at the problem. We need all the help you can give those of us trying to make the needed changes.

Thanks again to you both for writing and becoming part of the legislative process; together we can make a difference and do something about the state we are in.

Sincerely,

  
Representative Charlie Bussell  
Chairman, Committee on Judiciary

CB:lyn

March 9, 1983

Representative Charlie Bussell  
Pouch V  
Juneau, Alaska 99811



Dear Representative Bussell:

I am writing this letter in pain, outrage and total disgust. I have painfully become aware of the completely inadequate and antiquated driving laws of this state as a result of my son Sean's death at the hands of an irresponsible, uninsured driver who was drinking, speeding, ran a red light and God only knows what else. This driver can afford alcohol and drugs (they were found in his car) but he cannot afford insurance!

The law concerning the requirement to have auto insurance, better known as "the State gives you a free one" is at best a farce. Having lived here 44 years and watching the traffic increase to the point beyond the capacity of our road system, coupled with the irresponsible attitude of the outsiders coming in and the young people growing up, dictates that the law be tightened.

It is imperative that mandatory auto insurance be required of those wishing to drive in the State of Alaska. When auto licenses are renewed or bought, or with registration and/or titles, proof of insurance at that time should be shown. Upon cancellation of insurance, then licenses revoked. In short No Insurance - No License!

Sean was not allowed to own a car or drive without insurance which he bought and paid for himself and he took that responsibility with him into his young adulthood and was subsequently killed by a person who apparently did not care or have any regard about others.

The time is long past due for all Alaskans new or old to accept the responsibilities attached to owning and driving an automobile and the necessary steps to accomplish this rests squarely on your shoulders.

Sincerely,

*Robert J. Sinnett*  
ROBERT J. SINNETT

*Thelma Sinnett*

THELMA SINNETT  
2001 Salem Court  
Anchorage, Alaska 99504

# MADD

MOTHERS AGAINST DRUNK DRIVERS  
ANCHORAGE, ALASKA CHAPTER

2/1/83  
EB

## 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 Affiliat

\_\_\_\_\_ I would like to make a contribution of \$ \_\_\_\_\_ in support of your organizati

\_\_\_\_\_ 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: ( ) \_\_\_\_\_

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# 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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# MADD

MOTHERS AGAINST DRUNK DRIVERS  
ANCHORAGE, ALASKA CHAPTER

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SCOTT AND WESLEY GERRISH MEMORIAL

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**Don't Let  
Your Loved One  
Be A Victim...**

## Mothers Against Drunk Drivers Scott and Wesley Gerrish Memorial Mortuary, Alaska

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Mothers Against Drunk Drivers (MADD) is an organization of concerned citizens. Its main goal is to reduce the number of fatalities and injuries caused by persons driving under the influence of alcohol. Annually, over the past ten years, 100,000 people were killed in alcohol related accidents, and millions more were injured. When Cari Lightner was killed by a drunk driver her mother decided it was time to do something. In 1980, Mrs. Lightner chartered Mothers Against Drunk Drivers in California — now there are chapters nationwide.

The Anchorage Chapter was established in 1981 by Mrs. June Gerrish in memory of her two grandsons, Scott and Wesley. The boys were struck and killed by a drunk driver driven by an individual alleged to be under the influence of alcohol. Their deaths, like Cari Lightner's, and thousands of others annually are crimes — crimes that are often go unpunished.

From 1978 to 1981, there were 405 fatalities resulting from alcohol related accidents in Alaska. During the four years over 18,000 people were injured, many crippled or impaired for life. These shocking statistics translate into

population being either killed or injured by drivers under the influence of alcohol. And, there is no way to quantify the number of survivors who continue to suffer from these senseless "accidents".

Mothers Against Drunk Drivers is committed to reforming the system which punishes a convicted drunk driver with as little as a three day jail sentence. By increasing public awareness and involving as many community members as possible, MADD is launching a campaign to fight this crime, and ultimately to do as much as possible to minimize the heartache caused by drunk drivers.

The Anchorage Chapter of Mothers Against Drunk Drivers will be the voice of the victim. MADD's goals include working to establish court monitoring programs in the community, assisting families of victims, raising the legal drinking age to 21, and educating the general public on the problems of drinking and driving. Most importantly, MADD will enlist the help of prosecutors, legislators, judges, and law enforcement agencies to convict more of the individuals charged with drunk driving, and to establish tougher sentences for those convicted.

Every member of Mothers Against Drunk Drivers is committed to doing as much as possible to bring the drunk driver to a halt.



MOTHERS AGAINST DRUNK DRIVERS

# NATIONAL NEWSLETTER

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## A MESSAGE FROM CANDY

At long last the Presidential Commission on Drunk Driving got underway and we had our first meeting on June 3, 1982. Prior to that, in April, I was invited to attend a press conference at The White House where I was able to meet with the President, *briefly*, and other luminaries. I am on the Executive and Legislative Subcommittee, and will be attending their first meeting August 2nd and 3rd in Oklahoma City, Oklahoma. The next full committee meeting will be in Scottsdale, Arizona, on September 13th. These meetings are open to the public and I encourage everyone to attend.

I am proud to report that MADD is not only represented on the Presidential commission on Drunk Driving, but on Governors' Appointed State Task Forces in Florida, Colorado, Delaware, Louisiana, Maryland, Massachusetts, Michigan, Nebraska, North Carolina, Ohio, Pennsylvania, Texas, and Virginia. MADD members are also serving on many county task forces across America.

I can't tell you how much it meant to me to meet so many wonderful and dedicated people who attended our first regional workshop. I would especially like to thank Sandra Hosking for being there. Despite her numerous handicaps as a result of a drunk driver, Sandra displayed a great deal of courage and was an example for us all.

On September 22, 1982, national headquarters is having our first major fund raiser in Sacramento. It will be a dinner to honor those in California who have contributed to the drunk driving effort and our cause, and to celebrate our two-year anniversary. If you see a newsletter after this one, it was successful. If you don't, it wasn't! This money will be used to help increase our community awareness programs, student educational programs, and victim assistance programs. Yes, Virginia, MADD does do other things besides legislation.

A personal decision I have made: in the near future you will no longer see my daughter's picture and story on brochures. It is time to let her rest in peace. Two ironies: Busch, her killer, was sentenced to one year in prison on May 7, 1982, for parole violation - two years to the day after I started MADD. We completed our incorporation on September 5, 1980. Cari and Serena were born on September 5, 1966. I shall miss her always.

By the time you read this, summer will be almost over and I  
(continued on page 11)

## MADD is The Voice Of The Victim

**Case #1** — Jeff Morris refused the breath test but admitted having put away a half-pint of whiskey before his lumber company truck slammed into a line of five cars. Despite the death of one man, the injury of several others, and five prior DWI arrests with three convictions, Harris County Judge Neel Richardson sentenced Jeff Morris to ONLY 20 DAYS IN JAIL AND A \$500.00 FINE for the charge of criminally negligent homicide.

Members of the Houston Chapter of MADD were shocked at the light sentence, as was Assistant District Attorney Nick Vincent. After Vincent and MADD representatives spoke to news reporters about the case, Judge Richardson was deluged with criticism.

Judge Richardson angrily defended himself claiming evidence of alcohol was not included in the charges. "The defendant is charged with the misdemeanor offense of negligent homicide by failing to keep a proper lookout and failing to apply his brakes in proper time", Judge Richardson explained to the Houston Chronicle. "Public reaction called my attention to the fact that there was an implication by prosecutors that Morris was a drunk driver and should have received a heavier sentence", Judge Richardson continued. While publicly complaining that the state had subjected... "*his court and the system of justice in general to public criticism*", the judge *withdrew* the guilty plea and sent the case to another judge.

On June 10, 1982, Judge Neil McKay, after meeting with two representatives of MADD in his office to explain his position, sentenced Morris to 180 days in jail and a \$500.00 fine.

**Case #2** — In May an anonymous call alerted MADD Headquarters that a truck driver was driving on a suspended license with four drunk driving arrests within a four-month time period. The arrests had occurred in two counties.

MADD's investigation revealed THREE license suspensions, each the result of the driver's refusal of a blood alcohol test. Unimpressed he continued to drink and drive. Further investigation showed that the DMV driving record did not show any of the current charges. Phone calls to both counties confirmed that in one county he had been convicted of *one* charge *six months after arrest*. In the second county three of the charges were *still* pending. Additional probing revealed  
(continued on page 10)

## And The Problem Goes On . . .

Seven hours after fleeing the scene where she had struck and killed Anna Clara Forde, Sandra Larizza turned herself in at Long Beach Police Headquarters. Although she confessed to having had several drinks at a party the night before, Larizza was never charged with drunk driving. On June 16th, Larizza was fined only \$1,000 and put on two years probation after pleading no contest to a misdemeanor charge of leaving the scene of an accident.

Larizza reportedly had many friends in the police department including Lt. Dan Shea, Anna Forde, a clerk at the Long Beach Police Department, also knew Shea although they did not work together. In a June 24th Los Angeles Times article Lt. Shea described the VICTIM as a "...nondescript person, one of the faceless individuals of the world...". He went on to describe Larizza as "...very popular, a delight to be around...everybody liked her...".

Her husband, four children, and co-workers find it difficult to accept Shea's apparent attitude that Anna Forde's life was not as "worthy" as Ms. Larizza's. In a memo to Deputy Chief C.W. Clark, co-workers angrily objected to Shea's comments, saying their friend was "...caring...vivacious, and...articulate...". When questioned by MADD member Jeri Cole, Chief Charles Usry, Long Beach P.D., stated - "Lt. Shea was on duty at the time of the comment, therefore he was speaking for the Department."

Southern California MADD representatives are waging a letter writing campaign to local and state lawmakers, members of the judicial system and the media calling for responsible action to be taken by the courts, the DA's office, and the police department regarding the handling of drunk driving cases and Lt. Shea's irreprehensible actions. Jeri Cole shared her fear with reporters: "What this (case) tells the public is, if you are drunk and you hit and kill somebody, go ahead and go home."

On October 16, 1981 Robert Lee Byington, a Long Beach Police Officer, struck and killed James M. Riddle, age 20, while driving under the influence of alcohol. Byington's BAC was .21.

Subsequently, Mr. Byington pled no contest to a charge of felony vehicular manslaughter. Judge Luis Cardenas sentenced Byington to 1 year in the county jail imposing *no fine, no probation, and no action to revoke or suspend his drivers license*. The modification of sentencing from a felony to a misdemeanor charge allows Mr. Byington the opportunity to return to his job following incarceration. Although Byington was sentenced to *county* jail, he was instead sent to the Costa Mesa *City* jail. Further, MADD has received reports that his jailers have given him preferential treatment in direct violation of jail regulations. These privileges include home-cooked food brought to him on a regular basis, unlimited phone calls, 2-3

lengthy contact visits per week including one unsupervised visit which took place in the jail parking lot.

Judge Cardenas, when questioned by MADD, defended himself by claiming that the DA did not make a strong case for the prosecution. The DA's office responded by blaming the defense, claiming a "deal" was made with the judge.

Our Orange County Chapter has called for a thorough investigation by local authorities and for the dismissal of Robert Byington from the Long Beach Police Force as provided for under law.

Letters protesting this case should be addressed to: Charles Usry, Chief, Long Beach PD, 400 West Broadway, Long Beach, CA 90802; Honorable Luis Cardenas, Department 5, Superior Court, County of Orange, 700 Civic Center Drive West, Santa Ana, CA 92702, or Honorable Robert E. Rickles (current Presiding Judge); George Deukmejian, Attorney General of the State of California, 555 Capitol Mall, Sacramento, CA 95814; Judicial Council of California, Commission on Judicial Performance, 350 McAllister, San Francisco, CA 94102.

HITTING THAT CHILD WITH YOUR CAR MUST HAVE REALLY JULTED YOU. KEEP YOUR DRIVER'S LICENSE AND GET YOURSELF A COUPLE MORE DRINKS"



An article in the spring newsletter reported the case of a 33-year-old Sacramento man, Gerald Basquez, who was sentenced to 3½ years in the county jail for violation of probation and driving with a revoked license. Basquez, who had 15 prior convictions for drunk driving was also tried at the time on two additional drunk driving charges but the jury was deadlocked and could not reach a verdict. He was subsequently retried and found guilty. Judge Edward Garcia, Sacramento Municipal Court, added two years, the maximum sentence, to the 3½ year jail sentence now being served. A probation officer, in a report to the judge, called Basquez "a walking time bomb who requires incarceration for the protection of the community."

Long time deputy district attorneys said Basquez's 5½ year total jail sentence is the most they can remember ever being given out to a misdemeanor drunk driver in Sacramento.

## HE'S BEEN THERE!

Dear MADD,

My name is Hiram I. Cobb. I am 49 years old and at the present time I am serving a life sentence in Indiana. I am an alcoholic. The reason I am writing you is because alcohol put me here. In 1973 I started having medical problems (S. Diabetes) prostate gland problems, impotence, etc. Then marital problems. After spending a lot of money on doctors, both medical and mental, and getting nowhere, I crawled into a booze bottle and became a full-fledged alcoholic. In the summer of 1975 I was arrested twice in the same week by the same cop for drunken driving. Unfortunately I had enough money to buy my way out of that mess. But *if* the judge had not been money hungry, and *if* he had handled my case according to law, I would have been given a stiff jail sentence and placed in a detox center. Let me tell you friend, that was the worst money I ever spent. Just six months later I was arrested for bank robbery and first degree murder. *Why?* Alcohol and drugs. It's true I did not kill anyone with a drunk driving auto, but I was drunk just the same and another human being lost his life (a reserve police officer). *If* I had just been placed in jail or a detox center when I was arrested for drunken driving I would not be here today and another man would still be alive to see his children grow up. I too read Candy Lightner's story and I do believe something should and could be done about drunken driving. But before anything can be changed, the crooked judges and attorneys will have to be dealt with first. Any person that takes that first drink of booze, be it social or alcoholic, is a potential murderer. Everyone knows that as long as booze is made, there will be fools like me to drink it. But how about a tavern or nightclub with locked doors? What I mean is this. Anyone wishing to drink or party that goes into a tavern or nightclub would have to stay locked in the place until he or she is given a breathalyzer test and declared sober...sound stupid? Well let me tell you friend, it would be a whole hell of a lot better than winding up in prison and/or losing all your family and friends and having some innocent child or grown person's death on your conscience for the rest of your life. Believe me, I know what I'm talking about. I am now a member of Alcoholics Anonymous. I know it's kind of like shutting the gate after the horse got out, but at least I know what I am now and I can be honest with myself. When it comes to the killer, alcohol, I wish there was some way I could plant this true story into the brain of every drunk driver in the world but we all know that's impossible. So in closing let me say good luck and God bless. I'll be praying for this organization.

Sincerely,  
Hiram I. Cobb  
Pendleton, IN 46064



## Duke Van Dyke Vice President

Duke and his wife Carol lost a son to a drunk driver three years ago. They are both long-time volunteers. Before coming on board as Vice President, Duke was active in the Speakers Bureau and the Victim Assistance program as well as a "utility man" always ready to do what needed doing. Duke is a retired colonel who brings to MADD strong leadership and a wealth of experience. Duke's primary responsibility is to back up Candy and to supervise MADD's administrative staff. I am extremely pleased Duke has agreed to be our Vice President -he has already proven himself to be a valuable asset to our organization.

## Community Support

Our campaign to reduce the deaths and injuries caused by drunk drivers could not continue without support from our communities. We are grateful to everyone who has contributed. We would especially like to thank:

- The Leavey Foundation for renewing our grant which supports the National Headquarters
- Tandem Productions for a generous contribution to our Los Angeles, California Chapter
- Disney World for their support of our Orlando, Florida Chapter
- Government Employees Insurance Company for its grant to our Williamson-Davidson County Chapter in Tennessee
- Prudential Life Insurance Company for its grant to our Delaware Valley Chapter in Pennsylvania
- Junior Achievement of Glendale, California for donating the proceeds of its fund raiser to National Headquarters
- Baverle Real Estate for donating office space and Railey Paper Company for donating office furniture to our Austin, Texas Chapter
- Sacramento El Dorado Medical Society for assistance with our fund raiser and support of MADD.

## Those Marvelous MADD Volunteers

All volunteers are very special people and MADD is blessed with the very best of them. In Orlando, Florida, Pat Oles is doing an outstanding job compiling, laying-out, printing and bulk mailing the monthly newsletter. Pat is a wife and mother and still finds time to do this incredible job completely on her own.

The efforts of Bonnie Rathbone since January of this year have been instrumental in keeping the Central Massachusetts Chapter on track even though the loss of 4 members of her family makes it ~~necessary~~ for Bonnie to travel two hours to Boston to follow the case. Bonnie has found the time and energy to testify before the State Task Force, make several dynamic radio interviews, sell raffle tickets and still be available to other victims in crisis.

Gladys Almond, of Baton Rouge, Louisiana supports herself by working full time at a job that allows her only one day off a month. Gladys spends that one day in court, monitoring cases for MADD!!!

National headquarters is fortunate to have Ken Nic'son, an outstanding speaker.

A heart-felt "thank you" to all Marvelous MADD Volunteers!

## Saving A Life Can Be Habit Forming

Experts estimate that almost half of all automobile occupant fatalities and many serious injuries might have been avoided if the people had been wearing seat belts. If you are one of those people who do not use belts for one reason or another, think carefully about your motivations.

Many people say they are afraid of being trapped in a car by a seat belt. In fact, in the vast majority of cases, seat belts protect passengers from severe injuries, allowing them to escape more quickly.

Some people use seat belts for highway driving, but rationalize it is not worth the trouble to buckle up for short trips. The numbers tell a different story: 80% of all automobile accidents causing serious injury or death involve cars traveling under 40 miles per hour. Three quarters of all collisions happen less than 25 miles from the driver's home.

We heartily support the program initiated by the National Highway Traffic Safety Administration to encourage the use of seat belts. So please fasten your own belt, and urge your family and friends to follow your example. Make it a lifesaving habit to use seat belts.

Many of our children would be alive today if they had been wearing seat belts or in child restraining seats when involved in a drunk driving crash.

## CHAPTER HIGHLIGHTS

We want to express our sincere appreciation for a job well done by Ron and Karen Frazier of the Rappahannock County Chapter of Virginia. Ron has been transferred to London (is MADD going international?). Ron and Karen were instrumental in organizing their chapter and they have worked hard on the drunk driving issue. We want to welcome Donna Neal, the new Chapter President, and we know you will all give her your support.

CONGRATULATIONS to Ed Kuncic, President of the Fairfax County Chapter (Virginia), for his appointment to the STATE TASK FORCE. The chapter is also represented on a County Task Force.

Ruth Weill is serving on the Governor's Task Force in Louisiana. The Baton Rouge Chapter has logged over 200 hours of court monitoring and has begun a statewide victim identification program. The San Mateo County Chapter (California) has been holding weekly seminars which are conducted by local law enforcement officials, judges, motor vehicle department representatives and others involved in the drunk driving problem. The state of Michigan is organizing rapidly thanks to the efforts of Lee Landes and Greg Reese who are serving on the state task force. The Wayne County Chapter and the Macomb County Chapter have been leaders in the state. New drunk driving laws were signed by the

Governor of the state of Florida. The Orlando Chapter did an outstanding job providing expert testimony on the laws when they were in the legislature. They also helped raise funds for a Breath Alcohol Testing Mobile Unit for the police. In Ohio, the Southwestern Ohio Chapter sponsored a drunk driving demonstration in cooperation with Warner Amex Security and Malibu Grand Prix. They also had a local marathon walker who walked from Lexington, Kentucky to Cincinnati, Ohio in less than 24 hours to call attention to the deaths and injuries caused by drunk drivers during holiday weekends. Our Maryland Chapter has had tremendous success. Nine new drunk driving laws were passed in Maryland. The Lehigh Valley Chapter in Pennsylvania conducted a mock court in which a judge, a police officer, a prosecuting attorney and a magistrate acted out the process from arrest through sentencing. Minnesota's governor signed new drunk driving laws in March. Both the Metro #1 and Metro #2 Chapters were instrumental in the passage of these laws. In Massachusetts, Carol Lawler, President of the Greater Boston Chapter is serving on the Governor's Task Force and Jan Constantineau, President of the Central Massachusetts Chapter is serving on the Worcester County Early Intervention Team and Task Force on Alcohol and Safety. Congratulations to all our chapters for their hard work and tremendous success.

## MADD PAST, PRESENT AND FUTURE

MADD started as a one-woman crusade for personal justice. Today it is the focus of national attention with eighty-five chapters in twenty-nine states. We look forward to the day when there are MADD chapters in every state.

When MADD first began to call for reform of California's Drunk Driving Laws, it was difficult to find a sympathetic ear. Today those new laws are in effect and thirty-five state legislatures introduced new drunk-driving laws in 1982. New laws were passed in twenty-four states. MADD will continue to work for effective drunk driving laws.

When Governor Brown of California appointed a State Task Force to find solutions to the drunk driving problem, he was one of the few politicians to understand the significance of the MADD movement. Today members serve on Governor's State Task Forces in nine states and on many County Task Forces. Candy Lightner has been appointed to the President's Commission on Drunk Driving. Tomorrow more state task forces will be formed to seek local solutions.

MADD was initially recognized for its legislative efforts. Today these MADD programs are highly regarded:

### 1. Community Awareness and Education (Prevention)

One key to the solution of the drunk-driving problem is changing our attitudes about drinking and driving. Today drinking and driving is socially acceptable; in fact, drunk drivers often receive positive feedback for their anti-social behavior. Making drunk driving socially unacceptable means changing societal values. This is done by raising consciousness (awareness) and education on how to be individually responsible. Programmatically this means:

#### a. Speakers Bureau

Each chapter develops a nucleus of accomplished public speakers who make presentations before service clubs, professional associations, community groups, governmental agencies, corporations, schools and others interested in the drunk-driving problem.

#### b. Student Education Program

An educational program coordinated by MADD, but administered by and for high school students (Note: 44% of all night-time fatal alcohol-related crashes are caused by 16-24-year-olds).

#### c. Media Coverage and Events

Mass media, both local and national, keep people aware of the drunk driving problem and solutions. Events educate people on how to be individually responsible, i.e. "Holidays Ahead Campaign". Each MADD member becomes an advocate for reform of society. Each becomes a living, walking, talking education program. Peer pressure at work.

### 2. Victim Services

A victim can be either the person who suffered injuries as

a result of a crash caused by a drunk driver and/or the family members of the crash victim.

Assistance to victims includes:

#### a. Short-term treatment

Crisis intervention, individual counseling and bereavement group support

#### b. Information and Referral

Information about and referral to appropriate services in the community

#### c. Adjudication Advocacy

If a victim wishes to follow the adjudication process of the person responsible for the crash, MADD explains the adjudication process, one's rights, is present in court, documents court proceedings and results, and follow up.

### 3. Reform and Enforcement

Another key to changing behavior is to punish anti-social behavior. This is accomplished by enactment of laws providing for punishment of drunk drivers and by ensuring that these laws are enforced. Programmatically:

#### a. Advocacy

MADD advocates for reforms in the criminal justice system, law enforcement, motor vehicle agencies, prosecuting attorneys' handling of drunk driving cases and provides expert testimony on legislation related to the drunk-driving problem.

#### b. Task Force Formation

Chapters advocate for formation of state and county task forces which seek local solutions.

#### c. Court Monitoring

To determine if prosecuting attorneys and judges strictly enforce current laws in prosecuting and sentencing those persons accused of drunk driving.

In the future, MADD programs will reach more Americans.

Two years ago MADD staff consisted of Candy and a few friends working out of her home. Today MADD occupies a suite of offices and boasts a staff of ten professionals and five other highly qualified individuals. MADD is working towards a system of paid regional staff.

When MADD began, 26,000 people were killed every year by drunk drivers and another million were injured. Today, in four states including California, statistics show fewer deaths and injuries on our highways in 1982 as compared to 1981. Lives are being saved! We have a long way to go to make our highways safe but a start has been made.

In the summer of 1980 MADD was a concept, an idea. Today MADD is a movement of victims and concerned men and women from all walks of life. Someday MADD will be an anachronism as drunk driving will no longer be socially acceptable or go unpunished. Until that day MADD will continue to be the Voice of the Victim!



*Lehigh Valley Chapter, PA*



*Houston Chapter, TX*



*Mahoning County Chapter, OH*

*Rappahannock Chapter, VA*



*Stanley County Chapter, NC*



*Central Massachusetts Chapter*



*First National Headquarters, November 1980*

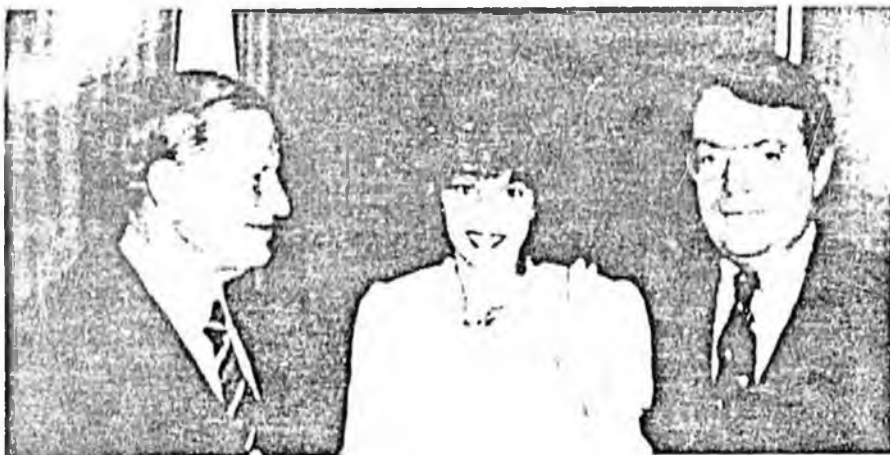
*Candy Lightner and Governor Jerry Brown. Gov. Brown signing new drunk driving bills 9/29/81 for new laws that went into effect 1/1/83.*



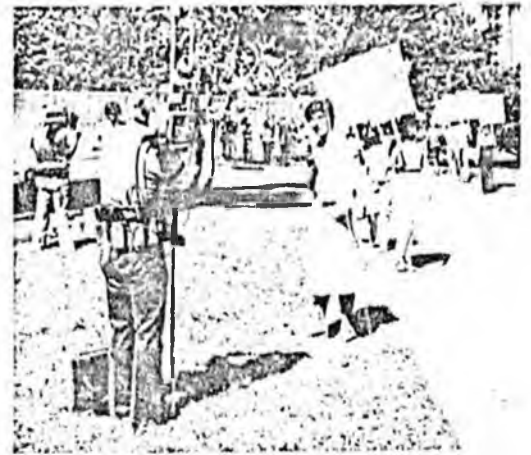
*Washington, D.C. press conference, October 2, 1981*



*Sacramento press conference, February 23, 1981*



*Candy Lightner at swearing-in ceremonies with Ray Peck (NHTSA) and John Volpe, Chairman of Presidential Commission on Drunk Driving.*



*MADD's first picketing*

## EAST COAST WORKSHOP

MADD'S first regional workshop was a resounding success. One hundred people attended. One chapter president traveled from El Paso, Texas to join us in Washington, D.C.

Among the workshops were: Organizing Your Chapter, Fund Raising, Grantsmanship, Volunteer Program Management, Victim Assistance Program Management and Working with the Press. One of the most beneficial aspects of the gathering, however, was the moral support and uplifting we were able to give one another. The energy created by so many people dedicated to the same purpose gathered in one place really charged up everyone.



*We are holding our final 1982 workshop in Sacramento in November. See you there!*

## THE VICTIMS STORY

DEAR CANDY,

I have pretty much recuperated now from the emotional and physical ordeal of sentencing, March 25th and wanted to let you know the results.

John Morgan was sentenced to two years in prison beginning April 12th. Two years for two lives doesn't seem much to me. However, it is far greater than what has been given before in our area and even more than Cook County (Chicago). The defense attorney tried again to throw the case out and Morgan spoke of how he has changed, hardship, etc. But you could tell it was not sincere. He even said he had wanted to talk to me, but when I gave him a chance after the judge left, he didn't accept it. The judge allowed me the option of speaking and when I sat there I thought I would pass out. But I did manage to say their right to life was taken, it was 11 months exactly since I had buried those 2 wonderful people and a person should take responsibility for his actions. My brother (in his clerical collar) and 4 girlfriends were with me. I believe the judge had his mind made up before, because he was quietly firm and reminded Morgan his own 2 children could have been dead also.

I understand the Trooper had given information earlier that Morgan was still drinking. But I believe your letter to the judge made a great impression especially when I saw he responded back to you. Thank you, so much, Candy. Isn't it great to know we can make a difference!

A very sincere thank you!  
Georgene Zibits  
Chicago, Illinois

MADD:

I happen to be a recent VODD (Victim Of A Drunk Driver). On 7, 5 81 while riding my 10-speed bike I was struck from behind by a pickup truck and ended up 188 feet from the

point of impact. The driver, 32, was found some blocks away with my bike wedged in his grill and a BAC of .18 and was given 4 tickets.

I spent 5 months and 19 days in the hospital with a spinal cord injury. I will never walk again. I also lost control of my bladder and bowels and am physically impotent.

My medical expenses, which I estimate at \$75,000, were almost all covered by my medical insurance, and my vocational rehabilitation is already over \$20,000.

The driver pled no contest and was fined \$175 and got a 90-day license suspension and DWI school. My injury or even the accident weren't in any of the charges. He had no insurance or resources to sue for.

Shortly after the accident the Assistant State Attorney called me and asked if I would identify the driver. When I told her I couldn't because I was hit from behind and was unconscious, she said they'd probably have to dismiss the charges because there were no witnesses. I screamed about the bike in the grill and the tickets and he was brought to trial.

I have not had any income since the accident and if it wouldn't have been for my mother I would've lost my house through foreclosure.

I and my relatives and friends are very angry about this and how little was done to the driver.

We are on the right track with laws that will dole out stiffer penalties to the drunk drivers because it will stop some of them from driving drunk. But what about the victims!! If the victim dies, we seem to have had the attitude, "Well, we can't bring them back, and anyway it was just an accident." If the victim is permanently disabled, it is not even a crime! This is outrageous! The drivers must be held responsible for the damage they do.

Stewart Rosenkrantz  
1755 N.W. 18th Street  
Ft. Lauderdale, FL 33311

### LEGISLATIVE ALERT

## HOWARD-BARNES BILL NEEDS YOUR SUPPORT

MADD has long endorsed effective federal legislation to assist the states in battling drunk drivers. MADD endorses H.R. 6170, a bill introduced by Congressmen James Howard of New Jersey and Michael Barnes of Maryland, providing important federal aid to those states setting up comprehensive, community-based drunk driver control programs. The Howard-Barnes bill, which has already passed the House Public Works & Transportation Committee, is expected to come up for a vote before the entire U.S. House of Representatives before the Labor Day weekend. Currently, the bill has the bipartisan cosponsorship of 120 members of the 435-

member House. But this is not enough!! We must assure a clear majority cosponsoring the Howard-Barnes bill, which in MADD's view, is the best available mechanism to finally bring under control the nationwide drunk driving epidemic. The Congress must go on record that drunk driving can no longer be tolerated. Take a minute to write your Congressman NOW to cosponsor this life saving legislation.

ADDRESS YOUR LETTER:  
(The Name of Your Congressman)  
U.S. House of Representatives  
Washington, D.C. 20515

L.A. TIMES

# Dr. Joyce Brothers

## Turning Rage Into Positive Action



Dear Dr. Brothers: A year ago, my 16-year-old daughter was killed instantly by a drunken driver who ran through a school crossing. Because of this, I suppose, I was not amused by the film, "Arthur," that seemed to celebrate and condone drunken driving. In fact, I was so enraged when the audience laughed at a drunk that I wanted to scream at everyone. I was unable to sleep for several nights after seeing this film.

My husband shared my views but somehow he's managed to be more adjusted. He just let it go and it didn't seem to affect him. He worries because he's afraid my anger will only end up destroying me and our marriage. Sometimes, I worry too, but I don't know what to do, G.H.

Dear G.H.: Take positive action that will turn your justifiable rage into something that will help others. Make your anger constructive. Drunks account for half the nation's fatalities and I agree that a drunken driver is never funny.

I haven't seen the movie you refer to, but I do know there's a powerful new group springing up around the country. It's called MADD, which stands for Mothers Against Drunk Driving. This crusade against slaughter on the highways has earned the attention of judges, legislators and highway officials. One result of their constructive anger is that more stringent laws have been put into effect against drunken drivers.

It will help you to write out or talk out your feelings. Your husband may have found ways to release some of his anger and pain over your daughter's death. He may use his work as a way of relieving some of those tensions.

Contact someone in your local government and ask if there's a chapter of MADD in your community. If there is, join it. If there isn't, perhaps you can form one.

...

## MADD Is The Voice of The Victim

(continued from page 1)

that the county in which the three drunk driving charges were pending was unaware of the one conviction. When contacted BY MADD, the D.A. prosecuting the remaining three charges explained that his county considered **CONDITIONAL PROBATION WITH REFERRAL TO A TREATMENT PROGRAM APPROPRIATE SENTENCING FOR THIS MAN WHO, "...OBVIOUSLY HAS A PROBLEM AND NEEDS HELP."**

MADD's involvement resulted in a June 9th sentencing to 6 months in county jail, a \$1,250.00 fine, driver's license revocation, 3 years formal probation and the filing of a charge of violation of probation.

**Case #3 -** The driver claimed the two victims darted out in front of his vehicle causing the fatal crash. Subsequent investigation revealed that Larry Hargadon and Karen Lippstren were standing on the side of the highway behind their disabled car when they were hit and killed by the defendant on January 30, 1982.

Friends had encouraged the parents *not* to become involved in the adjudication process. Lee and Bernard Hargadon followed the advice until a meeting with the probation officer disclosed the information that, based on the original report, the driver had been charged *only* with two counts of **MISDEMEANOR MANSLAUGHTER**. The probation officer also disclosed that *over 100* letters, in *support* of the *charged driver*, had been received by the probation department. Shocked, the parents contacted MADD headquarters.

With encouragement and guidance of MADD, the parents took action! Several phone calls were made to bring the *second report* to the attention of the district attorney, his supervising attorney, and the probation department. Letters on behalf of the victims poured in from friends and concerned citizens. These actions resulted in the charges being changed to two courts of *felony vehicular manslaughter*. Our San Mateo chapter will continue to work with and support the Hargadon family through the court process.

## REPORT

Ten minutes earlier the driver was stopped by two policemen for erratic driving. According to witnesses, despite the driver's intoxicated behavior, the officers made no arrest. Ten minutes later, he hit the Irwin family head on at 80 mph. The driver was killed. Also dead were Mark Irwin, 22, and his 6-month-old daughter, Misty Jane. Debbie Irwin, 19, and her three-year-old son Steven were seriously injured. Four years later, Debbie is suing the town of Ware, Massachusetts under the Governmental Tort Claims Act. The Massachusetts Appeals Court has ordered the case to be heard by a jury. A MADD Massachusetts chapter is supporting action to raise money for court expenses.

## SECOND DEGREE MURDER

In Redding, California, on January 3, 1979, Penny Maillet and her six-year-old daughter Michelle were killed in an automobile accident. Another daughter, two-year-old Danielle, suffered major injuries. Their car had been struck by another car driven by Robert Lee Watson. Police tests indicated that Watson's vehicle was traveling in excess of 71 mph. And he was drunk! (.23 BAC) Two more deaths to add to the total of more than 26,000 caused each year on our nation's highways by drunk drivers. But this one has a different twist—a Shasta County (California) jury on July 9, 1982, found Watson guilty of 2 counts of Second Degree Murder for his wanton and "conscious disregard" for the lives of others.

For the first time in the state of California, a drunk driver was successfully prosecuted for murder when his act caused the death of another. As far as MADD researchers have been able to determine this case is also the **FIRST SUCCESSFUL MURDER PROSECUTION** in the UNITED STATES RELATED to a **DRUNK DRIVING CRASH**. As such it represents a watershed in legal thinking with respect to prior theories of criminal law relating to drunk driving situations.

The Shasta County District Attorney's Office represented by former D.A. Will Hawes, present D.A. Stephen Carlton and Deputy D.A. Dennis Sheehy, in conjunction with the California Attorney General's Office fought for more than 2 years for the right to charge defendant Watson with second degree murder. The defense advocated that Watson should only be charged with felony drunk driving and vehicular manslaughter but in a landmark decision handed down in November, 1981, the California Supreme Court held that the murder charge was appropriate where "there exists a rational

ground for concluding that defendant's conduct was sufficiently wanton . . .". The court was careful to caution against "the routine charging of second degree murder"; and that it was necessary for the prosecution "to carry its burden of establishing implied malice" and "the (other) elements of second degree murder". The court's opinion, written by Justice Richardson and concurred with by Justices Mosk, Tobriner, Newman and Lachs, spoke directly to the distinction between the gross negligence finding required in "vehicular manslaughter" cases and the finding requirement of "malice" in murder cases. Gross negligence has been defined in California as "the exercise of so slight a degree of care as to raise a presumption of conscious indifference to the consequences". On the other hand, "malice may be implied when a person, knowing that his conduct endangers the life of another, nonetheless acts deliberately with conscious disregard for life". Though bearing similarity, these definitions are not identical. Malice "contemplates a subjective awareness of a higher degree than does gross negligence" and involves an element of wantonness which is absent in gross negligence."

On August 6, 1982, claiming he had erred in his instructions to the jury, Judge William Phelps reversed Watson's conviction and, instead, substituted a verdict of guilty of vehicular manslaughter. Not only did Phelps impose the lesser penalty of only 3 years in state prison (rather than the 15 years to life which Murder II carries) but he literally ignored the "will of the people" which the jury had expressed by its verdict. Apparently trial by jury is invalid unless the Redding judge approves of the verdict obtained. Judge Phelps decision is being appealed.

### A Message from Candy

*(continued from page 1)*

will be wondering what happened to the vacation I promised myself I would definitely take this time. The first one was interrupted by the signing of the bills at a governor's press conference here in Sacramento, the second was cut short because of the White House ceremony, and the third one I'm afraid to plan.

Since I started MADD two years ago, I have traveled over 81,000 miles. (That was tabulated from trips I recorded. There were many I didn't record.) I have completed over 150 radio shows, over 100 TV shows, and over 30 press conferences. None of the TV and radio includes newscasts. Also, this does not include all the interviews I gave to newspapers, magazines, free-lance writers, authors and potential authors. Those were too numerous to count. I have picketed The White House once, the State Capitol three times, and participated in two candlelight vigils - one in Sacramento and one in Los Angeles. I

can remember when I was terrified to speak before a group of people, and refused to do so because I was afraid they would hear my knees knock!

In the beginning I was fueled by my own grief and bitterness. After awhile, as my grief began to subside, I was fueled by others' tragedies and devastation. Now, I'm just fueled by the injustice of it all and knowing what everyone said could not be done is being done. Laws are changing, sentencing is changing, prosecuting is changing, attitudes are changing, and we are seeing reduction in death and injuries due to drunk driving on our highways. **HAPPY TWO-YEAR ANNIVERSARY, MADD, AND CONGRATULATIONS!**

*Candy Lightsey*

## LITTLE PEOPLE POWER

Early this year an article appeared in the **SECOND GRADE WEEKLY READER** that generated a response illustrating the awareness youngsters have of the drunk driving problem. Correspondence was received from students of Mrs. B. Kerley's class in Bartlett, TN; Mrs. Wall's class in Mounds View, MN; Mrs. Easterday's class in Dove Creek, CO; Janet Dixon's class in Rochester, MI; second grade classes in Keokuk, IA and Milroy, PA. Unfortunately space will not permit inclusion of all of these thought provoking letters, but we would like to share with you the letter received from the North Hill School in Rochester, MI.

Dear Mothers,

We talked about drunk drivers yesterday and we, too, are mad. Many of us have seen drunk drivers and we don't like to see people hurt by their carelessness. We wrote about drunk drivers in our journals. Here are some of the things we said.

...(drunk drivers) should get their license expired because if they keep on driving then more and more people will get killed.—*Scott*

...drunk drivers should go to jail.—*Eric*

...sometimes they kill people because they are dumb.—*David*

I think drunk drivers should go to jail because drunk drivers are silly.—*Amy*

I think drunk drivers should not ride.—*Mary*

...drunk drivers should go to jail because people are killed.—*Drew*

...(drunk drivers) should be put in jail for their entire life. I think a taxi should pick them up.—*Joie*

They (drunk drivers) should stop drinking. That's what I think!—*Karen*

Drunk drivers damage their brain.—*Joy*

I think their parents shouldn't let them go to parties. Or, when they are at a party and someone asks them to drink or take drugs, they should say NO!—*Mary Ann*

Drinking is yucky.—*Jessica*

Police should take away their license for the rest of their life.—*Kelly*

...it (drinking) is dangerous and people get hurt.—*Jennifer*

I think drunk drivers should never be able to drink alcohol again. That would solve the problem.—*Todd K.*

As you can see we are concerned about the problem of drunk drivers. We hope your organization can help get laws passed that will take care of some of this problem.

Sincerely,

Second Grade, Room 4

Janet Dixon, Teacher

North Hill School

# M A D D

MOTHERS AGAINST DRUNK DRIVERS

5330 Primrose, Suite 146, Fair Oaks, CA 95628

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# Martin supports higher drinking age

1/28/83

**Juneau** -- Witnesses at a House Judiciary Committee hearing weren't sure people automatically become responsible drinkers at age 21, but they nevertheless agreed that the drinking age should be lifted from 19 to 21.

A measure to do that, sponsored primarily by Rep. Terry Martin, R-Anchorage, was the subject of a hearing Thursday. Martin told committee members that age 21 seems to be "some kind of magical number that does reduce death."

Martin said that of 24,000 annual alcohol-related traffic deaths nationally, 7,000 were teen-agers. The problem has prompted Congress to consider a national age of consump-

tion, he added.

Alaska's director of Highway Safety, Charlie Smith, said statistics on alcohol-related traffic deaths in the 49th state are largely unavailable because "last year was the first time I was asked to produce statistics."

A presidential commission has recommended all states raise their drinking age to 21, Smith said.

Howard Scaman, who represented Mothers Against Drunk Driving, Students Against Drunk Driving, and the Coalition for a Safe Alaska, said that the problem is so serious that alcohol "is readily available in the junior high system."

The state, he said, has one liquor license per 183 people, several times higher than the national average.

Rep. Mike Miller, D-Juneau, said he was part of the problem.

"I voted to lower the drinking age in 1970," he said. "We were dead wrong. We felt that if they wanted to get it, they were going to get it. And they were going to drive anyway."

Raising the drinking age won't eliminate teen-age drinking, Miller said, "but we can lessen it."

"There is no magic number," he said. "We have to draw the line somewhere. Twenty-one seems to be a good age."

When Rep. Don Clocksin, D-Anchorage, said he was concerned the law would be crimping because of age, Miller admitted he shared the same concerns.

But, Miller added, "Drinking and getting drunk is not a right. And society has a right to draw a line."

A representative of the Hotel, Restaurant and Bartenders Union Local 878, Michelle Castanedo said she had no objection to raising the drinking age. But, she said, she would like to see a provision for 18- to 20-year-olds being allowed to work in places where alcohol is served.

A committee substitute providing for that concern is expected to be introduced today.

JUNEAU EMPIRE, FRIDAY, JANUARY 28, 1983 - 3

## 21: Magic drinking age

### Parel: 19 too young

By The Associated Press  
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A committee substitute providing for her concern is expected to be introduced today as hearings on the bill continue.

## Letters to the editor

### Raise the age for drinking

Dear Editor:

In response to the letter, "Cure for teenage drinking," I would like to make a few comments.

Mr. Kirk wrote a lengthy and lively letter demeriting Rep. Terry Martin's bill to raise the drinking age from 19 to 21. He says the bill violates the "American Way" of giving citizens great responsibility for their individual actions.

Let's keep in mind that laws and regulations arise in response to harmful behavior. This bill is long overdue!

Real-life groups of people are, in fact, punished for the transgressions of a few of their members. The "old elementary school teacher who used to make the whole class stay in from recess because someone was talking during class" offers us all a valuable lesson. No one lives completely unto himself. Our actions always produce an affect touching those persons associated or identified with us. For example, a disruptive or criminal family member causes grief to other members of his family. Shoplifters cause the price of retail goods to rise for all shoppers, and careless youthful drivers cause other teenagers to pay higher insurance rates. The elementary teacher was illustrating the point that it was not only her job to maintain order in the classroom but that the group also was expected to exhibit appropri-

ate conduct and encourage classmates to do the same.

We should learn early in our education that we are individually and collectively responsible for our actions. Peer pressure to do what is right is the only hope for an orderly society, as it is impossible to have a policeman for every citizen. One who buys liquor for a minor contributes to that minor's risk of harm to himself and others. One who purchases products that contribute to people's poor health and safety -- whether it be tobacco, alcohol, or illegal drugs -- directly reinforces that more of that substance will be produced. These individuals share in the responsibility along with the intoxicated driver who cripples and kills on the highway.

Nothing will prevent a minor from obtaining dangerous substances if he is determined to do so just as it is impossible to prevent a suicide by a person bent on self-destruction. However, there is no reason to make these items convenient to youth prior to their reaching an age that we hope allows for the development of matu-

rity and judgement needed to exercise caution if not outright refusal to use these substances.

Comparing the loss of jobs for teenagers in drinking establishments because of the revised 21 year old drinking age is sort of like finding a remedy for cancer and then complaining that some nurses will find themselves out of work. It is true that unemployment is a priority, but the disabling and killing of youthful drivers, their friends, and other innocent drivers is a much higher priority. It is time we consider the long-range costs of our decisions and policies rather than just the immediate affects. It might be a bore to drive at 55 mph and see what you pass but thousands of people are alive today as a result of the law.

Yes, one could say Terry Martin's plan punishes the innocent teenager along with the guilty. It's a fact of life. But, if you are a teenager who chooses not to drink, you would hardly consider Rep. Martin's bill a punishment.

Paul V. Anthony  
Eagle River

# Opinion

## JUNEAU EMPIRE

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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.

# Getting MADD about drunken driving

## Group asks Legislature for stiffer DWI penalties

By CHRIS JARVIS  
Empire Staff Reporter

She's MADD about drunken drivers, and she wants the Alaska Legislature to do something about it.

June Gerrish knows all too well the pain that goes with drunken driving-caused accidents. In December 1991, two of her grandchildren, 12-year-old Scott Gerrish and his 10-year-old brother Wesley, were run down and killed by a car driven by a drunken driver as they walked along a road in Girdwood, a quiet ski-resort town south of Anchorage.

The driver, Patrick Clemans, was last week sentenced to two concurrent eight-year terms and two years of probation by Anchorage Superior Judge Senborn Buckalew.

Gerrish said today she was pleased with the sentence, noting it might serve as a warning to others of what can happen when driving while drunken and how serious the courts treat the crime.

And though last week's sentencing "took a lot weight off our minds," she said she is not done with her fight against drunken driving.

It is a fight that goes far beyond the boundary of the state's largest city. This week a Juneau man who recently pleaded no contest to a negligent homicide charge in the drunken-driving death of another 25-year-old man last June was again arrested, this time accused of drunken driving.

Some people withdraw from their anger and outrage, but Gerrish is doing something about hers. She founded the Alaska chapter of Mothers Against Drunk Drivers, a national group of citizens waging an all-out war against drunken driving.

The Alaska Chapter of MADD, started in September, now has about 300 members and will soon have chapters in Juneau, Valdez, Seward, Palmer and Fairbanks.

Now she has brought her fight to the Legislature and the House State Affairs Committee, which on Wednesday will hear her side of the growing drunken-driving tragedy in Alaska.

"We're not against drinking, but when they get in their cars, that's our business," Gerrish said.

Of her own experience, Gerrish said she never will forget the deaths of her grandchildren and the pain it created.

"It's not fair," she said. "There are two kinds of death."

"The first, like the death of an old or very sick person, you can understand .... You're still hurt, but you know why," she said.

"But this was senseless; this was stupid," she said. "That's what makes me mad; I don't know why."

"We can never have another Christmas, we can never have birthdays," she said of her tight-knit family.

Her son, an Anchorage paramedic, had trouble returning to work following the death of his sons, Gerrish said. One of the first calls he received when he returned to work was to treat a 13-year-old boy who had been hit by a car, she said.

"He had trouble being in the same emergency room" under the same circumstances, she said.

While it supports raising the drinking age to 21, MADD is even more vocal about two other bills now under consideration in the House.

The first, introduced by House Speaker Joe Hayes, R-Anchorage, would require proof of liability insurance before a car can be registered in the state "so that innocent victims of motor vehicle accidents may be recompensed for the injury and financial loss inflicted upon them."

The other bill supported by MADD was introduced by Rep. Mitch Abood, R-Anchorage. It would increase penalties for repeated convictions for driving while intoxicated, refusal to take a breathalyzer test and driving while a license is suspended or revoked.

For example, the minimum sentence for someone convicted of driving while his driver's license is revoked following a conviction for driving while intoxicated would be 14 days in jail and a \$500 fine.

In Alaska, Gerrish said, people don't have much trouble coming up with the money to pay fines, so she wants the fines increased to make more of an impression on drunken drivers.

Other changes the bill makes are a minimum jail term for those who refuse, a second time, to undergo a breathalyzer test. A second conviction would increase the sentence to no less than 20 days in jail and a fine of at least \$500.

A second conviction for driving while intoxicated would result in a sentence of at least 20 days in jail and a fine of at least \$500.

A third conviction would result in a sentence of no less than 30 days in jail and a fine of at least \$1,000.

The bill also would allow a police officer to notify the driver at the time of arrest that he faces license revocation.

The revocation, could be appealed to the court within seven days. If not appealed, the revocation stands.

HB 17 JK



Albert Brock  
Box 373  
Wrangell, Alaska  
99929

March 15, 1983

Representative Charlie Bussell  
Chairman, House Judiciary Committee  
Pouch V  
Juneau, Alaska 99811

Dear Charlie Bussell:

I would like to know your opinion on whether or not we should raise the drinking age to twenty-one, or leave it at nineteen?

I don't think we should raise the age to twenty-one. Instead I think we should raise the punishments for alcohol abuse.

Sincerely,  
*Albert Brock*  
Albert Brock

CG 83-00002212 PRTY 1 03/21/83 17:36:57 ORIG: LA05 IN= 0002 OUT= 0130  
FROM: CAROL, ANCHORAGE TO: POM, BUREAU INFO  
TARGET: L.IHL SUBJ: P O M

---

TO: ALL MEMBERS OF THE LEGISLATURE

HB 17 JR

FROM: JOHN M. ULSHER, 6901 DICKERSON DRIVE, ANCHORAGE 99504  
337-7876 H 272-8216 W

DO NOT RAISE THE DRINKING AGE. THIS VIOLATES THE RIGHTS OF YOUNG  
ADULT ALASKANS AND SCAPEGOATS AN ENTIRE AGE GROUP FOR THE ACTIONS OF  
A FEW OF ALL AGES. PLEASE LET ME KNOW HOW YOU VOTE ON THIS ISSUE.

DM

MSG 83-00000102 PRTY 1 03/14/83 09:20:53 ORIG: LJ04 IN= 0002 OUT= 0008  
FROM: PATRICIA/JUNEAU TO:  
TARGET: LJHL SUBJ: P O M

---

TO: REPRESENTATIVES MIKE M. MILLER, JIM DUNCAN, AND SENATOR RAY  
WITH COPIES TO ALL LEGISLATORS

FROM: DEANNA & CHRIS BOTTS

F.O. BOX 381

PHONE: 364-3379

DOUGLAS, ALASKA - 99824

RE: HB 17

WE URGE SWIFT PASSAGE OF HOUSE JUDICIARY VERSION OF HB 17, RESOTRING  
THE DRINKING AGE TO 21. WE APPALLED BY THE NEEDLESS SLAUGHTER OF 19  
AND 20 YEAR OLDS ON ALASKA'S HIGHWAYS DUE TO DRIVING WHILE DRUNK AND  
ARE WEARY OF PAYING ESCALATED INSURANCE PREMIUMS FOR TWISTED METAL  
AND SPLAYED FLESH. WE FAVOR STRONG MEASURES NOW WITH NO WAFFELING BY  
THE LEGISLATURE.

...EOM

# House rejects higher drinking age...

The Associated Press

**JUNEAU** — House lawmakers on Monday soundly defeated a move to raise the legal drinking age in Alaska from 19 to 21.

Rep. Terry Martin, R-Anchorage, pushed the change in the form of an amendment to a bill revamping state liquor laws. After defeating Martin's amendment, and voting on several others, the House approved the 73-page revision of Alaska's alcohol laws on a 33-2 vote.

The bill passed the Senate earlier, but the House amended it so the legislation (HCSCSSSB239 Finance) now returns to the Senate. It may end up in a House-Senate free conference committee.

Martin said the number of persons who die in auto accidents involving intoxicated drivers is on the increase. He said the combination of liquor and driving is "snuffing out the lives of many promising

youths."

But opponents argued that persons who are old enough to go to war for their country are old enough to decide if they want to drink.

"I think it's ludicrous that we stand here trying to take away freedom," said Rep. Ray Metcalfe, R-Anchorage. "Pretty soon someone is going to propose that we lock ourselves in a rubber room to protect ourselves."

Reps. Nels Anderson, Ramona Barnes, Vern Hurlbert, Mike Miller and Martin voted in favor of raising the drinking age.

Another amendment, which was adopted on a 21-13 vote, would allow the Alcoholic Beverage Control Board, in certain situations, to approve a liquor license that exceeds the quota set for an area.

Rep. Joyce Munson, D-Anchorage, said there's a problem in Anchorage, especially in the Girdwood area. She said the

value of liquor licenses has risen to the point where the natural location is downtown.

The legislation, which is the outgrowth of a special committee headed by Sen. Bill Ray, D-Juneau, makes numerous other changes in Alaska's liquor laws.

One change would expand the ABC Board to include one person who is knowledgeable about alcoholism and alcohol abuse.

Another would allow a bartender or liquor store owner to refuse to sell liquor to a person who has a serious drinking problem.

A major provision in the bill would allow communities to declare themselves "damp" rather than wet or dry. The bill provides for a local vote on several options beyond whether the community should be wet or dry.

The bill establishes seven options for first and second class cities and 6 options for

unincorporated villages. The options range from a total ban on liquor sales to a ban on importation and possession allowing sales and possession just on holidays to community liquor licenses (for cities) complete freedom in sales and possession.

The bill sets out penalties for violation of liquor laws in a community:

- Selling liquor without license would be a felony punishable by a \$50,000 fine or five years in jail for a second conviction, sale to a minor, or large sale. A first convict would be a misdemeanor punishable by a year in jail and \$5,000 fine.

- Possession would be a misdemeanor punishable by five days in jail and a \$1,000 fine.

- Importation would be felony punishable by five years in jail and a \$50,000 fine for second conviction or a conviction involving a large quantity alcohol. Other importation offenses would be misdemeanors

## ...But survey shows support for 21

By JEANNE ABBOTT  
Daily News reporter

More Anchorage residents than not say the state's drinking age should be raised from 19 to 21, according to a telephone survey taken last week by the Daily News. But the difference of opinion between those who approve a change and those who don't is slight.

In a sample of 100 residents taken randomly from the telephone book, the newspaper found that 49 percent wanted the legal age of liquor consumption raised to 21 years while 43 percent thought it should remain at 19. Eight percent registered no opinion.

The state Senate voted last week to ask voters whether the drinking age should be raised. The Senate voted 12-5 to put the question to voters on the November general election ballot in the form of an advisory vote. However, the vote would not be binding but simply would be a recommendation to the legislature. The bill passed without debate and went to the House, where lawmakers amended the bill and sent it back to the Senate.

Of those surveyed, a number applauded any measure that would keep liquor from the hands of teenagers.

Said one: "I don't think people can handle it at 50, let alone when they're kids."

And another: "Kids at that age are incompe-

tent to make such judgments. I know I was."

And another: "The way teenagers drive and drink, I don't think anybody should be drinking before they're 21."

Many who approved the change were parents who viewed it as a positive move for their own children. "I have a few teenage daughters, and I'd like to see them wait a few years," said a mother.

And several were non-drinkers who disapprove of any drinking, at any age, although one teetotaler said he didn't want to be in a position to dictate to those who drank.

Of those who thought the age should remain at 19, opinions fell into two basic patterns.

Many agreed with one man who said: "If they're old enough to be drafted and fight, they're old enough to buy a beer."

But more voted from this perspective: "I don't think it's going to make any difference. It just means more hassles for law enforcement, and I don't see the need."

Or, as this resident said: "They'll violate the law anyway. It's hard to give something, and then take it away. This will just make kids criminals."

Likewise, said another: "Liquor is readily available no matter what age you are. I just don't think raising the age limit would do any good."

### ANCHORAGE DAILY NEWS

Published every morning except Sundays by The Anchorage Daily News Inc., 200 Polter Drive, Anchorage, Alaska. All mail subscriptions \$5.95 monthly including postage. USPS #025040.

Offices are located at 200 Polter Drive, Anchorage. Mail should be addressed to The Daily News Pouch 6616, Anchorage, Alaska 99502. All contents Copyright 1980 The Anchorage Daily News.

Business hours are 8 a.m. to 5 p.m. daily.

Phone numbers are as follows:  
• Information, 274-2561.  
• Newsroom, 274-2561.  
• Display advertising, 274-2561.  
• Classified advertising, 277-1111.  
• Circulation, 277-2411.

Home delivery problems should be called in before 11 a.m. for same day service.

The Daily News is represented nationally by Cresmer, Woodworth & Ormsbee Inc.

# Visitors center attracts vandals

By CRAIG MEDRED  
Empire Assistant Editor

Booze, drugs, vandalism, reckless driving, drunk driving.

Put them in any order you want. U.S. Forest Service officials say they are reaching crisis proportions in the Mendenhall Recreation Area at night, particularly on weekends.

"It seems to be getting worse and worse and worse," Juneau District Ranger Jack Blackwell said. "We can't continue to put up with that."

Forest Service officials "staked out" the parking lot at the Mendenhall Glacier on Jan. 16 and 17, a Friday and Saturday.

"There were 150-plus vehicles Friday night between 10 p.m. and 2 a.m., and 100-plus vehicles Saturday night between 9 p.m. and 1 a.m.," according to a report on the night's activities. "Major violations of the teenagers were:

• "Minor consuming — 81 percent"

• "Minor possession drugs-marijuana — 30 percent;

• "Reckless driving (brodies) — 5 percent;

• "Littering — minimal because we were monitoring so closely;

• "Driving while intoxicated — 25 percent"

The report, according to Pat Thrasher of the Forest Service, could cover any weekend.

"There is an increasing level of disruptive behavior," he said. "It seems to be related to teenagers, young adults, that find that a relatively easy area to party."

Nobody knows about the problem better than Ann Leonard. She has lived as the caretaker at the Mendenhall Visitor's Center since October. In that time, her car has been demolished, and she has several times harbored fears she might suffer bodily injury.

"There's drugs and drinking. They're all underaged. They're driving like crazy," Leonard said. "It seems to get worse around basketball games, tournaments .... It's weekends generally. It's a real party spot."

Leonard's problems started right after she took the part-time caretaker job. Shortly after Thanksgiving, vandals, believed to be youths, broke the rear and side windows out of her car, stole the battery and air cleaner, smashed the distributor, pulled out wires and caused general havoc.

Just before Christmas, they stole another battery, stereo speakers which were bolted in the car and anything else that could be pried or battered off. In January, vandals smashed the windshield, the glass over all the dash instruments, the grill, tore off a rear view mirror and generally proceeded to tear up the inside of the car.

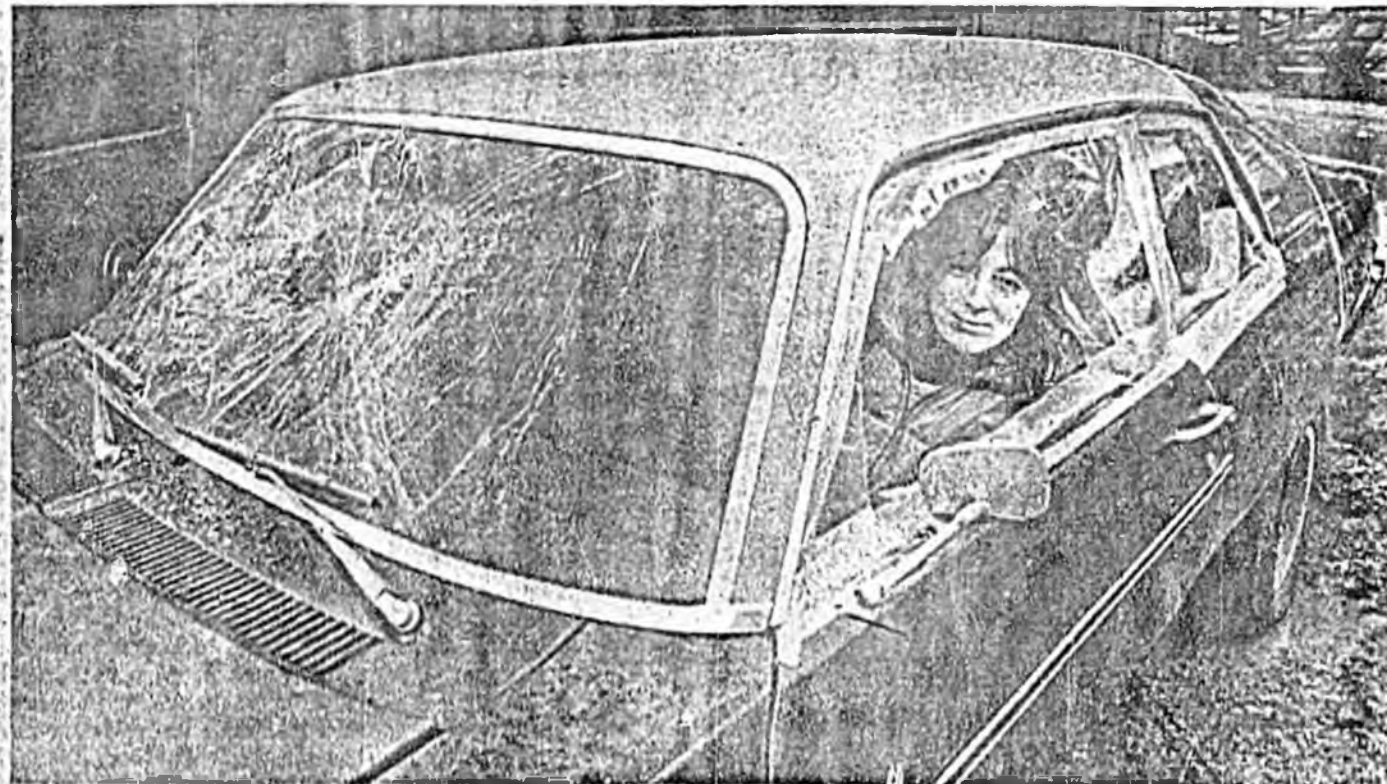


Photo by Mark Kelley

**VANDALIZED CAR** — Mendenhall Visitor Center caretaker Ann Leonard sits in her car, which was nearly demolished by vandals while parked in the center's lot. The

lot is regularly used as a party site for under-age drinking, according to authorities.

All of this happened while Leonard's car was parked in the glacier parking lot, which hosts a number of partying youths on nearly any weekend night, according to the Forest Service.

"I've gotten alarmed....," Leonard said, noting the two caretakers before her quit in the wake of break ins at the visitor's center and problems with vandals.

Not only do the partying youth go on rampages, they are a "real garbage problem," Leonard said. "Every weekend we can pick up two garbage cans full of beer bottles. They just throw them on the ground, (leaving) a lot of broken glass that is hard to pick up."

"I bet if they ever drain those kettle ponds (next to the parking lot), they'll find their full of beer cans."

Alaska State Troopers say there is little they can do about the problem, pointing to state laws which say they must observe probable cause to believe a crime is being committed before acting.

"They (troopers) are real frustrated," Leonard said. Thrasher said the Forest Service is considering a number of

ways to eliminate the problem — including a curfew or a night-time blockade on the highway to the glacier.

"We'd also like to raise the consciousness level, particularly of the parents," Blackwell said. "Hey, what are your kids doing tonight?"

Among the Forest Service ideas for solving the problem:

- Close the glacier parking lot from midnight to 6 a.m.

- Put a year-round dumpster at the site in hopes youths will use it.

- Put a "traffic island in the center of the parking lot to reduce 'brodies' and large group parking.

- Place (a) gate at (the) Forest Service boundary. These kids are so much into their cars few would walk the mile and a half to the parking lot."

- Patrol the area with Forest Service personnel. "What we are dealing with here are the problems of an urban park," Thrasher said.

Wants??

# Higher drinking age is proposed

By The Associated Press

Raising Alaska's legal drinking age to 21 could make the state's highways safer, the director of the Alaska Council on Prevention of Alcohol and Drug Abuse told a House panel Thursday.

Drivers from 18 to 20 years old are "extraordinarily prone" to automobile accidents and "more apt to lose control" when they drink, Barbara Hoffman told the House Judiciary Committee.

The committee is considering a bill calling for an advisory vote on the issue. Voters would express their opinions at the first general election after passage of the bill.

Consultants on alcoholism testified both for and against the legislation. An expert hired by the alcohol council said figures show a variety of social problems involving youths are declining in states where the drinking age has been raised. An expert hired by bar and restaurant owners said the figures are inconclusive.

Frank Lee, who last year supported the bill but this year testified in opposition to it for an Anchorage bar and restaurant association, said data can be interpreted in many ways.

Bar and restaurant owners don't think the proposed advisory ballot offers the right question, he added, suggesting the Legislature consider a vote on raising the age of majority from 19 to 21.

The bill before the Judiciary Committee restricts the change in the legal age to "the purpose of regulation of the sale, consumption, service, furnishing, barter, purchase, gift or delivery of intoxicated liquor."

Rep. Charles Anderson, R-Anchorage, said he is bothered by the idea of "legislating against" 19 to 21 year olds.

Committee Chairwoman Ramona Barnes, R-Anchorage, and Rep. Randy Phillips said they have been getting cards on the issue saying "I'm 18. I vote."

Bill sponsor Rep. Terry Martin, R-Anchorage, admitted the bills has "political ramifications" that make some politicians nervous, but he argued polls show Alaskans strongly in favor of changing the drinking age.

## 99-year jail term upheld

ANCHORAGE (AP) — The maximum 99-year prison term handed out to a Fairbanks man convicted of the contract killing of a young woman on Nov. 9, 1980, has been approved by the state Court of Appeals.

Lawrence Hoover was convicted of first-degree murder in the death of 25-year-old Nancy Williams, who was killed when a shotgun was fired point-blank into her face during a hunting trip.

In approving the 99-year sentence, the Court of Appeals said it was justified.

## Sheffield: hike drinking age

FAIRBANKS (AP) — Democratic gubernatorial candidate Bill Sheffield told a group of high school students Thursday that Alaska should raise its legal drinking age from 19 to 21.

The Anchorage businessman said the change would be a first step toward reducing alcohol abuse in the state.

"Other states in the Lower 48 have been increasing the legal drinking age — and with impressive results," Sheffield said in remarks prepared for an American government class at Lathrop High School, "the automobile accident rate has declined, thousands of lives have been saved and young people are leading more productive lives."

He said there were almost 2,900 fewer traffic fatalities in Michigan the first year after it raised its drinking age from 18 to 21, Sheffield said.

To illustrate the severity of the problem in Alaska, Sheffield said alcohol was a factor in:

- 64 percent of the criminal homicides in 1980;
- 80 percent of the suicides;
- 70 percent of the traffic fatalities;
- 48 percent of the violent crimes.

Juveniles account for about 52 percent of the arrests of liquor law violators and 64 percent of the arrests for non-aggravated assaults, he said.

Opposing Sheffield for the Democratic nomination are state Rep. Oral Freeman of Ketchikan, Fairbanks attorney Steve Cowper, former Lt. Gov. H.A. "Red" Boucher, and political newcomers Bruce Lemke of Anchorage and Edward Vincent of Fairbanks.

Running as Republicans in Alaska's open primary in August will be Lt. Gov. Terry Miller, Anchorage businessman Tom Fink and Rick Reakoff of Wiseman.

State Rep. Dick Rendolph of Fairbanks says he will run in the November general election as a Libertarian.

POUCH V  
JUNEAU, ALASKA 99811  
465-4990

P.O. Box 4-1325  
ANCHORAGE, ALASKA 99509  
248-1515



CHAIRMAN  
HOUSE JUDICIARY COMMITTEE  
MEMBER  
HOUSE RESOURCES COMMITTEE

## Representative Charlie Bussell

ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES

February 28, 1983

First American Baptist Church  
1200 East 27th Avenue  
Anchorage, Alaska 99504

ATTENTION: Pastor Howard Bess

RE: F.A.B.C. Letter of February 12, 1983

Dear Pastor Bess:

Thank you for taking the time and spending the effort to send your comments regarding various legislative efforts presently under consideration.

I know well how hard it is to follow the legislative process from Anchorage. So, I hope my comments help you get a better picture of our progress regarding your points of interest.

1. HB 17 was referred to the Judiciary Committee and became the object of our early deliberations. This bill raises the drinking age to a minimum of 21 years of age and to a certain extent restricts attendance of young people (less than 21 years of age) in public places which sell or serve alcoholic beverages.

A copy of the bill as it passed from the Committee is enclosed.

Representatives Malone and Clocksin opposed the committee passage and the bill.

2. I'm solidly behind the legislation to increase penalties for drunk driving, but do not believe it goes far enough. I'm planning introduction of additional legislation which will require the industry which sells the booze to pay for the problems it causes.

Pastor Howard Bess  
February 28, 1983  
Page No. 2

3. You already know some of my feelings about our State's prison problems. When I think of them I'm reminded of the old story about the guy who was wandering through the woods one day and came upon a fast moving river. In the middle of the river he noticed a number of people who appeared to be in trouble of drowning. At once he jumped into the river to save them. When he reached the people in the middle of the river he was able to see around a bend upstream where he observed another group of people throwing others into the river.

If I can just stop the people from being thrown in prison, we'll not have to build the things. That is a tall order, but we must all work toward that goal.

Thanks again for taking the time to become involved in the legislative process.

With warm regards I remain,

Sincerely yours,

  
Representative Charlie Bussell  
Chairman, Committee on Judiciary

CB:lyn

enclosure



# FIRST AMERICAN BAPTIST CHURCH

HOWARD H. BESS  
MINISTER

1200 East 27th Avenue, Anchorage, Alaska 99504 (907) 278-3233

February 12, 1983

The Honorable Charles Bussell  
Alaska State House of Representatives  
Juneau, Alaska 99801



Dear Charlie:

I have followed the legislative session thus far as best I can through the newspapers. I know that does not always give us folks in Anchorage the clearest of pictures, but its the best we can do. May I pass on some comments.

- 1) I encourage your support for the restoring of the drinking age to 21. As you know I give time to the prisons as a chaplain. So many of the new people coming into our prison system are 18-20 year olds who were drinking when they committed their crimes. Also it is apparent that 18-20 year olds do a lot of passing of alcoholic beverages to the 16-17 year old group. I know the argument that the 18 year old is old enough to serve in the military, old enough to vote, old enough to be tried as an adult, therefore he is old enough to drink. It makes good philosophy, but the evidence is that the 18-20 year olds cannot drink responsibly and are getting into a lot of trouble. We can't afford to support them in prison.
- 2) I encourage you to pursue your battle for strong drunk driving laws. Take their license. Take their vehicle. Fine them heavily. You are on the right track.
- 3) I urge you to use all your power and influence to block spending 45 million dollars on the building of a 300 bed maximum security prison!
  - a) We have other needs for the 45 million dollars plus the one million dollars it will take to operate it each year.
  - b) We do not have 300 maximum security prisoners. One long time prison official gave me an estimate that we have no more than 50 hard core criminals who need a maximum security prison. Why build a 300 bed facility? An adequate classification system can identify the hard core criminals. A smaller facility can be built, or it may make sense to leave the 50 in the lower 48. (See the enclosed editorial I clipped from the Times.) Who came up with the 300 number anyway?
  - c) We don't need 300 more beds of any kind! I am sure you are familiar with Charles Colson. (No one has ever accused him of being a liberal or of advocating soft attitudes toward crime.) I believe he has become a valid prophet about prisons in the United States. He rightfully raises the question...

*"Why do we lock up people who are of no danger to the public?"*

He maintains (and I agree) that many of the people we lock up should be on parole or probation and should be making financial restitution and doing public service. Why should WE be paying to house and feed (at a cost of \$30,000 per person per year) people who are not dangerous to society?

Before we build a 300 bed maximum security prison, we need to know why we have 150 people in our prisons who are eligible for parole and who have not applied for parole. I suspect that the answer is that we have a poor parole system in which the prisoner has no confidence. This has been verbalized to me several times. An excellent parole system is much cheaper than prisons. In addition, people, who are on parole, work, pay taxes, and make restitution.

To sum up, Charlie, stop the building of that 300 bed maximum security prison! Our tax money can be spent on better things.

I have enclosed a number of things for your consideration. I hope they are helpful and give you food for thought.

If you come back to Anchorage for a few days in the near future, I would appreciate the opportunity to talk to you. Thank you for the job you are doing for us.

Sincerely,

A handwritten signature in cursive script that reads "Howard Bess".

Howard H. Bess



H317 JR



P.O. Box 871  
Wrangell, AK 99929  
March 22, 1983

Representative Charlie Bussell  
Chairman, House Judiciary Committee  
Pouch V  
Juneau, AK 99811

Dear Representative Bussell:

My name is Fawn Werner, and I am a sophomore at Wrangell High School. I am writing this letter to voice my personal opinion concerning the Alaska state drinking age.

I feel that the drinking age should remain nineteen. Consider this: at the age of eighteen, you are considered a legal adult. As a legal adult you accept certain responsibilities, such as registration for the military draft. If you are capable of fighting for your country, and risking the chance of death every day, then I feel you should be allowed to consume alcoholic beverages.

Also keep in mind that when you reach the age of eighteen you are tried in court as an adult. You are also able to vote for the state governor, president of the United States, state senators, and representatives.

If you are to be considered in so many ways, a legal adult, I feel that you should accept all adult responsibilities including consumption of alcohol.

Sincerely yours,

*Fawn D. Werner*  
Fawn D. Werner

4017 JK

P.O. Box 317  
Wrangell, AK 99929  
• March 14, 1983

Rep. Charlie Bussell, Chairman  
House Judiciary Committee  
Pouch V  
Juneau, AK 99811



Dear Mr. Bussell

I am writing this letter with concern of the drinking age.

I think raising the drinking age to 21 is stupid and unnecessary. They say it would lesson the D.W.I's. I doubt that very seriously. Consider using Wrangell as an example for raising the drinking age. Would this eliminate most D.W,I's NO! There are always more people over the age 30 who get D.W.I's in this town than people between the ages of 19 and 21. Perhaps the over 30 group is the ones that should not be allowed th drink. They're as big or bigger threat than teenagers.

I just think if you really look and consider what I'm writing. you will see my point of view.

I'm not writing this to hurt Wrangell in any way I'm just using it as an example. All I am saying that in this town there are more adults over the ages of 19 and 21 that get D.W.I's

Sincerely,

Melinda Paulo

Melinda Paulo  
Wrangell high

HB 17 JR



P.O. Box 642  
Wrangell, Alaska 99929  
March 11, 1983

Representative Charlie Brussell  
Chairman, House Judiciary Committee  
Pouch V  
Juneau, Alaska 99811

Dear Mr. Brussell:

I am addressing this letter to you concerning the drinking age in Alaska. I am against the change all the way. I don't think that it is a good idea at all. It should stay the same way because, if young adults want to drink then they will. You don't need a bar to drink you just need a buyer and money and the booze. Nothing will stop them not even the law.

If you decide to change the law it only seems that only more kids throughout Alaska will get into more trouble. They'll get in trouble with the Police, at home and in their social life. I say if that is what they want out of life let them drink.

Thanks for you time.

Sincerely yours,

Cari Kuntz

ck

TO: ALL LEGISLATORS



FROM: MARCIA B. WILLIAMS  
4407A PORTAGE ROAD  
JUNEAU, ALASKA 99803

PHONE: 789-5245 (H)  
586-1188 (W)

RE: SJR 1

AM AGAINST ERA RESOLUTION.

\*\*\*\*\*

TO: ALL LEGISLATORS

FROM: TONY DUVERNAY  
205 BEHRENS AVENUE  
JUNEAU, ALASKA 99801

PHONE: 586-1983 (H)  
586-3685 (W)

RE: HB 17

AM IN FAVOR OF THE JOINT HOUSE RESOLUTION VERSION OF THE BILL WITHOUT  
AMENDMENTS AND I URGE YOUR CONSIDERATION.

\*\*\*\*\*

MSG 83-00000736 PRTY 1 03/15/83 15:56:35 ORIG: LA01 IN= 0021 OUT= 0100  
FROM: SHIRLEE ANC LIO TO: POMS JUNEAU INFO  
TARGET: LJHL SUBJ: POM

---

3/15/83, SHIRLEE ANC LIO, 736

TO: ALL MEMBERS, ALASKA LEGISLATURE

FROM: MICHAEL A. ADAMS, P. O. BOX 8, ANCHORAGE 99510-0008  
H 333-9658

RAISE AGE TO 21 IMMEDIATELY, FOR THOSE EVEN 19 YEARS OLD  
NOW. KEEP MINORS OUT OF DRINKING AREAS, PROVIDE SEPARATE  
NON-DRINKING SECTIONS IN RESTAURANTS. KEEP MINORS FROM  
WORKING IN BARS.

ABM

**WHILE YOU WERE AWAY**

FOR Katherine DATE 1/25 TIME 2:10 A.M.  
P.M.

M David Kuyh

OF \_\_\_\_\_

PHONE 2653  
AREA CODE NUMBER EXTENSION

MESSAGE wants to testify on  
HB 17. @ told him you would  
call this p.m. & let him  
know schedule, etc

- TELEPHONED
- RETURNED YOUR CALL
- PLEASE CALL
- WILL CALL AGAIN
- CAME TO SEE YOU
- WANTS TO SEE YOU

SIGNED \_\_\_\_\_

FROM: BETTY BAER, 3622 WESLEYAN, ANCHORAGE 99504  
H 333-0819

PLEASE SUPPORT HOUSE BILL NO. 17. DO NOT DELETE SECTION 4.  
THANK YOU.

\*\*\*\*\*

1983, SHIRLEE AND LIO, 701

ALL MEMBERS, ALASKA LEGISLATURE

SANDRA FLOOY, 4986 CASTLE COURT, ANCHORAGE 99504  
H 333-6371

SUPPORT HOUSE BILL NO. 17. I DO NOT WANT SECTION 4  
DELETED.

\*\*\*\*\*

MSG 83-00000571 PRTY 1 03/15/83 12:33:26 ORIG: LA02 IN= 0001 OUT= 0058  
FROM: JUNE, ANC LIO TO: FOX, JNU INFO  
TARGET: LJHL SUBJ: FOM

---

3/15/83, JUNE, ANC LIO, MSG 571

TO: REPRESENTATIVES BUSSELL, LISKA, HAYES, BARNES, MALONE, CLOCKSIN, AND  
WENDTE

FROM: BETTY BAER  
3622 WESLEYAN DRIVE  
ANCHORAGE, AK 99504 (H) 333-0819 (W) NONE

I SUPPORT HB 17. PLEASE DO NOT DELTE SECTION 4. THANK YOU.

\*\*\*\*\*

MSG 83-00000562 PRTY 1 03/15/83 12:22:53 ORIG: LA01 IN= 0010 OUT= 0056  
FROM SHIRLEE ANC LIO TO: POMS JUNEAU INFO  
TARGET: LJHL SUBJ: POM

-----  
3/15/83, SHIRLEE ANC LIO, 562

TO: ALL MEMBERS, ALASKA HOUSE OF REPRESENTATIVES

FROM: TERRY BURRELL, 3716 WESLEYAN, ANCHORAGE 99504  
H 333-2774 W 333-9658

SUPPORT HOUSE BILL 17, STRAIGHT AND SIMPLE. KEEP IN  
SECTION 4, DO NOT EXTEND DRINKING AGE FOR THOSE BETWEEN  
19 AND 21. LAWS LIKE THIS WORK IN OTHER STATES AND SAVE  
LIVES. ALASKA NEEDS THIS LAW.

\*\*\*\*\*

FROM: IRMA ATKINS, 1529 GARDEN STREET, ANCHORAGE 99504  
H 279-3038

PLEASE DO NOT DELETE SECTION 4 OF HOUSE BILL NO. 17.

\*\*\*\*\*

FROM: ELLEN WHIP, 8535 BLACKBERRY ST., ANCHORAGE 99502  
H 243-5792

PLEASE SUPPORT HOUSE BILL 17 AND DO NOT DELETE SECTION 4.

\*\*\*\*\*

HB 17  
Duo Ref

4/6/83, SHIRLEE ANC LIO, 5984

TO: ALL MEMBERS, ALASKA LEGISLATURE

FROM: THOMAS FITZKE, 3840 PATRICIA LANE, ANCH 99504  
337-7335

ANOTHER DEATH HAS COME TO ANCHORAGE BECAUSE OF DRUNK  
DRIVING. DENNIS BIGLER, 26, WAS DRIVING AROUND TOWN  
TO PICK UP PRESENTS FOR HIS FAMILY EASTER WEEKEND WHEN  
HE WAS HIT. THERE IS NO EXCUSE FOR THE DELAY YOU HAVE  
CAUSED ON RAISING THE DRINKING AGE. THE NATIONAL  
BARTENDERS UNION RECENTLY VOTED TO RAISE THE DRINKING  
AGE.



\*\*\*\*\*

MSG 83-00012361 PRTY 1 04/26/83 16:35:25 ORIG: LA01 IN= 0014 OUT= 0123  
FROM: SHIRLEE ANC LIO TO: POMS JUNEAU INFO  
TARGET: LJHL SUPJ: POM

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TO: ALL MEMBERS, ALASKA LEGISLATURE

FROM: ROBERT CLARK, P.O. BOX 4-1908, ANCHORAGE 99509  
(RES: 1428 ATKINSON DR.) H 333-5295 W 266-1680

IF WE RAISE THE AGE OF ALCOHOL CONSUMPTION, WE MAY NOT  
PREVENT SOME MINORS FROM GETTING ALCOHOL BY INDIRECT MEANS.  
WE WILL, HOWEVER, BE HANDING THEM A WARNING: ALCOHOL IS  
DANGEROUS. PASS HOUSE BILL 17.

JR



POUCH V  
JUNEAU, ALASKA 99811  
465-4990

P.O. Box 4-1325  
ANCHORAGE, ALASKA 99509  
248-1515



4B117 JK  
CHAIRMAN  
HOUSE JUDICIARY COMMITTEE  
MEMBER  
HOUSE RESOURCES COMMITTEE

## Representative Charlie Bussell

ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES

March 31, 1983

Ms. Tammy Watkins  
P. O. Box No. 551  
Wrangell, Alaska 99929

Dear Tammy:

Thank you for taking the time to write expressing your concerns regarding recent action by the House of Representatives which, if approved by the Senate and signed by the Governor, would raise the legal age for consumption of alcohol to 21.

HB 17 is a good bill. If enacted into law, it will save many lives. It will not prevent you from going or taking a friend into a restaurant which serves alcohol and having a nice dinner. You just cannot drink if you are under 21 years old.

Thank you again for taking the time to become involved with the legislative process. Together we can make a difference and do something about the state we are in.

With best regards I remain,

Sincerely,

A handwritten signature in cursive script, appearing to read "Charlie Bussell".

Representative Charlie Bussell  
Chairman, Committee on Judiciary

CB:lyn

enclosure: House Bill 17

HBM JK

Dear Mr. Bussell:

I have sent you this letter concerned of the drinking age being moved up to 21. It is a photo copied one of the one I have sent to Senator Ray. Please read it and send me your feelings of my letter.

Thank you,

*Tammy Watkins*

Tammy Watkins



Box 551  
Wrangell, Ak. 99929  
March 21, 1983

Senator Bill Ray  
Chairman, Senate Judiciary Committee  
Pouch V  
Juneau, Ak. 99811

Dear Senator Ray:

I am 15 years old and I am writing in concern of the drinking age being moved up from 19 to 21.

Although I don't drink, I don't think it will change anything. Sure, not as many people in the bars, maybe, but that means more people drinking illegally. I also feel very strongly about the portion of the law that doesn't allow minors to be in establishments that serve liquor without someone of age.

Here in Wrangell, we don't have a nice restaurant that does not serve liquor. That means that a teenager can't take a friend out for a nice dinner. The only place available is the local "hagg-out".

This is one area my parents and I agree on. They also believe that this portion of the law is too restrictive. As long as the bar is separated from the restaurant, there should be no restriction, in our view.

Thank you for taking time to read my letter.

Sincerely,

*Tammy Watkins*

Tammy-Watkins

MSG 83-00007330 PRTY 1 04/11/83 17:35:28 ORIG: LA01 IN= 0017 OUT= 0103  
FROM: JUNE, ANC LIO TO: POM, JNU INFO  
TARGET: LJHL SUBJ: POM

4/11/83, JUNE, ANC LIO, MSG 7330

*JUDICIARY  
Re: gmal*

TO: ALL MEMBERS OF THE LEGISLATURE

FROM: DAVID SPEAKES, 705 MULDOON, SP. 204, ANCHORAGE, AK 99504  
(H) 338-3265 (W) 272-5312

HOORAY, YOU'VE RAISED THE PRICE ON BOOZE! NOW RAISE THE DRINKING AGE TO WHERE  
IT SHOULD. THIS WILL SAVE LIVES AND TAX DOLLARS.

/S/ DAVID SPEAKES

\*\*\*\*\*

MSG

HB117 JR

TO: ALL MEMBERS OF THE LEGISLATURE

FROM: KEITH KLEMME, 6630 EAST 10TH AVENUE, ANCHORAGE, AK 99504  
(H) 337-2216

I SUPPORT M.A.D.D. I THINK IT'S ABOUT TIME THE LEGISLATORS PASSED STRICTER LAWS BECAUSE IT'S WHAT THE CONSTITUENTS WANT.

\*\*\*\*\*

3/15/83, JUNL, AND LIO, MSG 633

TO: ALL MEMBERS OF THE HOUSE OF REPRESENTATIVES

FROM: DOROTHY WHIP  
3436 CREEKSIDE  
ANCHORAGE, AK 99504 (H) 338-2606

I AM FOR THE RAISING OF DRINKING AGE TO 21.

\*\*\*\*\*

3/15/83, SHIRLEE ANC LIO, 621

TO: ALL MEMBERS, ALASKA HOUSE OF REPRESENTATIVES

FROM: SALLY TILTON, BOX 8-134, ANCHORAGE 99508  
(RES. CHUGIAK) H 688-9651

SUPPORT HOUSE BILL NO. 17. DO NOT DELETE SECTION 4.

\*\*\*\*\*

3/15/83, SHIRLEE ANC LIO, 618

TO: ALL MEMBERS, ALASKA HOUSE OF REPRESENTATIVES

FROM: BETH JACKSON, SRA BOX 2110, ANCHORAGE 99507  
(RES: PORT ORFORD DR.) H 349-5143

SUPPORT HOUSE BILL NO. 17. DO NOT DELETE SECTION 4.

\*\*\*\*\*



HB 17

POUCH V  
JUNEAU, ALASKA 99811  
(907) 465-4990

Alaska State Legislature  
HOUSE OF REPRESENTATIVES

REPRESENTATIVE  
CHARLIE BUSSELL  
CHAIRMAN

## Committee on Judiciary

May 2, 1983

Ms. June Gerrish  
MADD - Mothers Against Drunk Drivers  
5800 Glenn Highway  
Anchorage, Alaska 99504

Dear Ms. Gerrish:

The House Judiciary Committee passed HB 6, the "drunk driving" bill, out of Committee on Friday, April 29, 1983. I think it is an excellent and comprehensive item of legislation.

The Committee put considerable thought and effort into its creation and fine-tuning. Representative Mitch Abood's staff, the Committee staff, and the bill drafters for the Legislative Affairs Agency and the Department of Law worked very hard and diligently expending many long hours on this bill.

The Committee really appreciates the way the original sponsor, Rep. Abood of Anchorage, spent so much time working with the bill and with us. Rep. Abood testified before the Committee each time the bill was scheduled for hearing. He "rode herd" on the bill from its inception to the final product that passed out of the Committee.

I sincerely hope that this bill will not be substantially altered or amended in a way that weakens or destroys it.

The bill provides for seizure of a driver's license upon arrest as well as increased penalties upon conviction. While the minimum of 72 hours in jail is mandated for a first offense in keeping with the existing law, a second offense requires a minimum of no less than 20 days in jail and the third offense would result in at least 30 days in jail and a 10-year license revocation.

MEMBERS:

REP. JOHN LISKA, VICE CHAIRMAN; REP. RAMONA BARNES, EMERITUS;  
REP. JOE HAYES; REP. HUGH MALONE; REP. DON CLOCKSIN; REP. RON WENDTE

Ms. June Gerrish  
May 2, 1983  
Page No. 2

Fines based on the number of absence of prior convictions, carry mandatory minimums of \$250 for a first offense, \$500 for the second offense and not less than \$1,000 for a third offense. Courts will be required, under the proposed bill, to consider prior offenses over the preceding 15 years in this or another jurisdiction, rather than going back only five years under the existing law to find prior convictions.

The bill also maintains as a crime the refusal to submit to a chemical test following arrest, as does existing law, except penalties are more stringent under the new bill.

In addition, law enforcement officers are authorized to require a breath test on the spot when the driver is first stopped. Refusal to submit to a preliminary breath test, prior to arrest, is classed as an infraction in the measure.

The House Judiciary Committee moved HB 17, the bill to raise the drinking age to 21, on the House Finance Committee back in February. The Chief Prosecutor of the State, Dan Hickey, testified before that group and the Finance Committee Substitute substantially weakened the bill. One wonders if Mr. Hickey initiated the amendments to that bill.

It is known that HB 6, the so-called "drunk driving bill," was not classed as one of the Chief Prosecutor's priorities when we were waiting for suggestions from the Department of Law. It is to be hoped that HB 6 will receive swift action in the House Finance Committee and not be weakened in the same manner HB 17 was. In fact, one wonders who is running the apparently leaderless Department of Law during this part of the Sheffield administration.

The Governor, after all, during his campaign told folks he was in favor of raising the drinking age to 21. Recently, he said he was not in favor of this. A crystal ball would be helpful, maybe, to see what his views are on driving while intoxicated.

Very truly yours,

Representative Charlie Bussell  
Chairman, Committee on Judiciary

CB:lyn

May 7, 1983

VaV

Dear Vsv:

The House Judiciary Committee passed HE 6, the "drunk driving" bill, out of Committee on Friday, April 29, 1983. I think it is an excellent and comprehensive item of legislation.

The Committee put considerable thought and effort into its creation and fine-tuning. Representative Mitch Abood's staff, the Committee staff, and the bill drafters for the Legislative Affairs Agency and the Department of Law worked very hard and diligently expending many long hours on this bill.

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VsV

May 7, 1983

Page No. 2

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In addition, law enforcement officers are authorized to require a breath test on the spot when the driver is first stopped. Refusal to submit to a preliminary breath test, prior to arrest, is classed as an infraction in the measure.

The House Judiciary Committee moved HB 17, the bill to raise the drinking age to 21, on the House Finance Committee back in February. The Chief Prosecutor of the State, Dan Hickey, testified before that group and the Finance Committee Substitute substantially weakened the bill. One wonders if Mr. Hickey initiated the amendments to that bill.

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The Governor, after all, during his campaign told folks he was in favor of raising the drinking age to 21. Recently, he said he was not in favor of this. A crystal ball would be helpful, maybe, to see what his views are on driving while intoxicated.

I want to especially thank you for the time and effort you have put into expressing your concerns about HB 6. It is wonderful feeling to know that the citizens in my District are interested in the legislative progress of our State. Working together is the way we can improve our surroundings.

Very truly yours,

Representative Charlie Bussell  
Chairman, Committee on Judiciary

cmz

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 mcc  
DEPARTMENT OF PUBLIC SAFETY Initials ju  
Original: Legislative Finance  
cc: Budget and Management  
Prime Sponsor (First Legislator Named)  
33-001 (Rev. 12/82)  
OMB Reviewed by: \_\_\_\_\_

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.						
<b>TOTAL</b>		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.

*Richard I. Pegues*

IV. DATE February 1, 1983 PREPARED BY Richard I. 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.

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

A M E N D M E N T

Offered in the HOUSE

By Wendte

TO: HOUSE BILL NO. 17

Page 6, following line 2 add the following:

"\* Sec. 15. PERSONS NOT AFFECTED. This Act shall not apply to a person who is 19 years of age or older on the effective date of this Act."



1--This bill amends existing statutes to raise age from 19 to 21 in dealing with alcoholic beverages, such as access to, entering, being on the premises, purchasing, getting another to purchase for the under-aged person, or furnishing by licensees or by employees of licensees, to persons under 21.

2--The new, substituted language than the age references add words or phrases such as "of licensee" after "employee" (so it reads "employee of licensee"); changes "his" to "the person" in existing statute, and "for the person under the age of 21 years" replaces "on his behalf." Persons under 21 are barred from selling or serving, also.

3--Penalties--they are not provided in this bill, since penalties are provided in AS 04.16.080 which this bill does not amend. (Mostly all class A misdemeanors for violations, except for transporting into an area a certain amount of liquor, a class C felony)

4--NOTE--in reading the last section of this bill, Sec. 14, it amends AS 23.10.355. Existing AS 23.10.355 in the statute books refers to AS 04.15.020(h) and the entire Chapter 15 of Title 4 (AS 04.15.010-04.15.115) was repealed in 1980. There is no reference to Chapter 15 in this proposal, so if enacted, the statute will read exactly as sponsors wish, and, therefore, this final section in the bill does NOT refer to any repealed portion of Title 4.

(On Labor, &  
Workman's Comp)

IMPACT:

FISCAL NOTE:

WITNESSES;

AMENDMENTS;