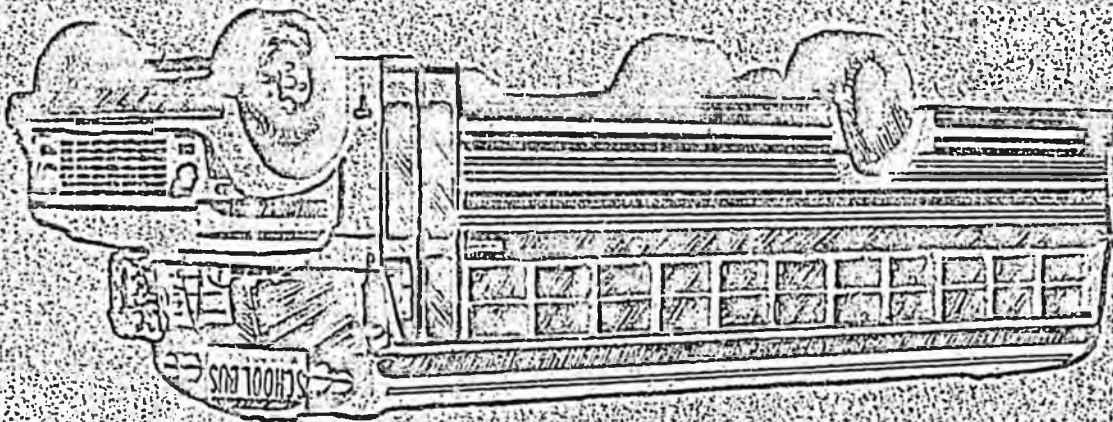


ALASKA LEGISLATURE COMMITTEE FILES 1985-1986 80/2

3700 HSTA HB 409 - HB 436 826

ATTACHMENT A
Alaska School Bus Drivers Manual
Revised 1981



Revised 1981

Alaska School BUS DRIVERS Manual

Rules + Regs

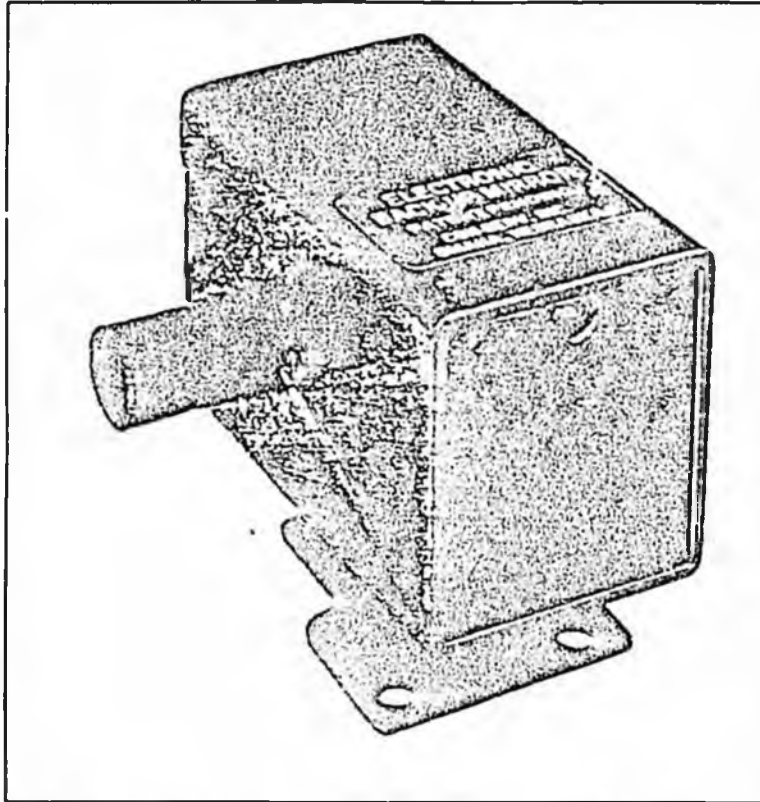
#3

ATTACHMENT B
New Product Update

EXHIBITS

Con-Serv Inc.

NEW PRODUCT UPDATE



Introducing Con-Serv's New Safety Sensor™

Because of everyone's interest in pupil safety, Con-Serv, Inc. has introduced a revolutionary product — the Safety Sensor — a device that eliminates blind spots on any vehicle and is uniquely suited to school buses.

Many school bus operators have nightmares about student safety and property damage claims due to blind spots on a school bus.

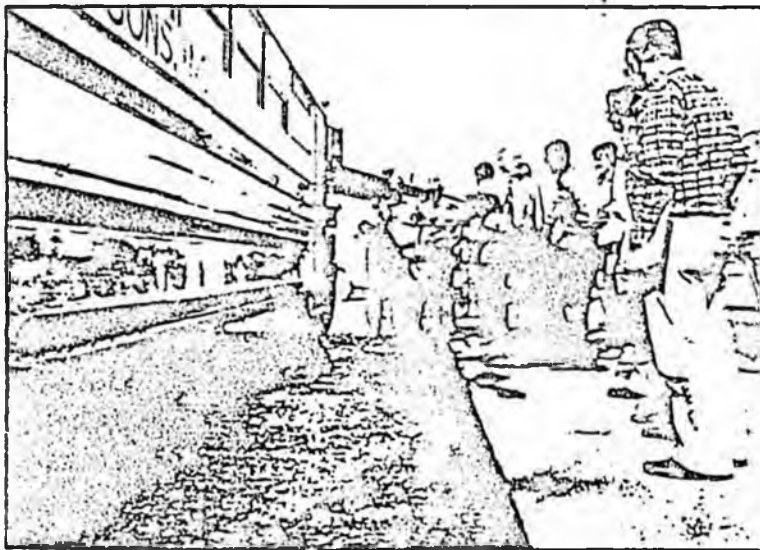
For example:

A recent tragedy in the Midwest concerning a student being run over by a school bus sent chills and nausea through the community.

A 200-bus fleet in the Midwest reports \$50,000 in property damage for just 14 months.

Extensive testing has proven blind spots can be eliminated. Savings in property damage, downtime, and litigation due to personal injuries more than justify the \$225 for this modern radar-operated device.

Even the hazard of the rear dual tires on the entrance and exit side, where reportedly 3 out of 14 fatalities occur, can be eliminated. Tests have shown that this innovative new product can be positioned to give warning of a child near the rear or front of the bus.



As the bus moves forward, the Safety Sensor alerts the driver to the boy's presence. The Safety Sensor unit mounted for rear dual tires signals the driver and saves the boy from harm.

Sovereign Immunity Question Becomes A Growing Concern

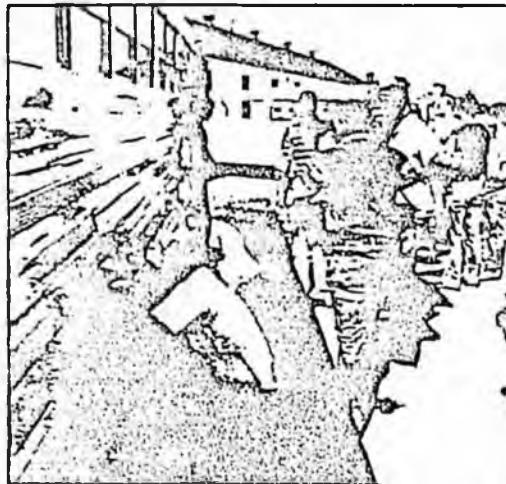
Recent actions by courts and legislative bodies have left the issue of "sovereign immunity" in a state of ambiguity. School administrators and elected officials are very uncertain of their liability when entering into litigation. The courts have established precedent where school administrators and board members have been sued because the bus driver is considered an agent of that district.

When it comes to protecting young and handicapped children on school buses, the pivotal question is this: Have you done everything you can with the

most up-to-date equipment to keep these children from getting hurt? In legal terminology it is a "state-of-the-art" question. Are you using the best available safety devices? The key to the defense of school boards and administrators is (1) the existence of sound transportation policies, (2) transportation personnel training and (3) use of "state-of-the-art" equipment.

The above is reprinted from "Safety Update: Handicapped Transportation" with the permission of William L. Bainbridge, Ph.D., Director, Public Priority Research Associates, Inc., Columbus, Ohio.

Safety Sensor was designed to eliminate blind spots. Safety Sensor can reduce the staggering number of accidents that occur when bus drivers are unable to see students around their wheels.



Transportation superintendents at the Nebraska Transportation Conference inspect the Safety Sensor.

What is the Most Common Cause of School Bus Fatalities?

Most school bus fatalities have occurred at the loading and unloading point, rather than in moving accidents. On the average, for the past three years, 53 deaths per year were caused by the driver not seeing small children who stopped for various reasons around the wheels of the bus and were run over.

The above is an excerpt from "Safety Legislation Concerning School Buses", prepared for the 34th Annual Southeastern State Pupil Transportation Conference by the American Transportation Corporation, Conway, Arkansas.

Almost One Fourth of the Country Has Already Approved and/or Purchased the Safety Sensor

Eleven state approvals have been given to Con-Serv's Safety Sensor and numerous cities in each of those states have already placed orders. Units are being shipped to Nebraska, West Virginia, Virginia, Georgia, Florida, Texas, Tennessee, Arkansas, North Carolina, Ohio, and Oklahoma.

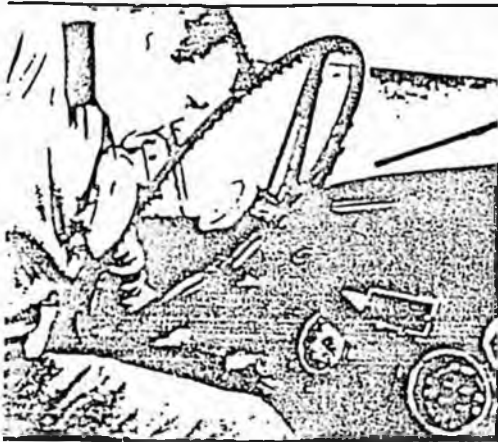
Many other states are now investigating the Safety Sensor's life-and-property-protecting features.

Reactions to the Safety Sensor from Various Pupil Transportation Groups

Nebraska: "With a device like this, we should be able to eliminate our pupil fatalities!"

West Virginia: "This product should be mandatory on every school bus in the country."

Florida: "I really like the Safety Sensor and am going to put it on all my buses!"



Jim Miner, Con-Serv's Quality Assurance Manager, points out the Safety Sensor's audio alarm and warning light.



Dean Bergman, Nebraska's State Director of School Transportation (center), discusses the Safety Sensor's many advantages with Con-Serv's representative, George Sturmon.

Principle of Operation

The Safety Sensor is a microwave radar device which uses the doppler shift principle to detect the presence of a moving target within the transceiver range. The unit is totally electronic and is composed of a transceiver, an antenna, an intermedia' frequency amplifier and an audio alarm.

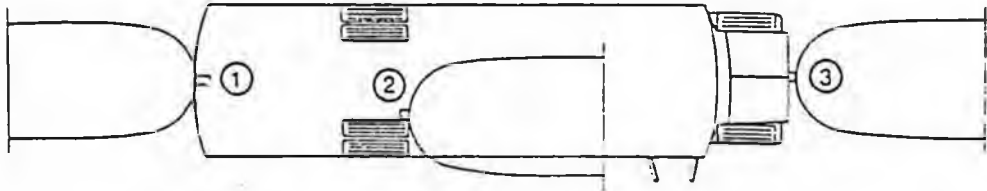
The Safety Sensor's transceiver is unaffected by magnetic fields. Its amplifier is designed to interface with any existing switch in order to activate the

circuit during a chosen operation of the vehicle. ("Chosen operations" may include opening the bus door, turning on the parking lights, putting the vehicle in reverse, etc.) The amplifier drives the audio alarm and warning lights mounted in the vehicle cab.

Mud, dirt, ice or snow have no effect on the operation of Safety Sensor. Microwave radar penetrates and detects any moving or stationary object.

When a vehicle is placed in operation and is moving, the Safety Sensor will detect any stationary or moving object. Upon detection, a buzzer will activate and notify the operator that a hazard exists and and that he should apply his brake.

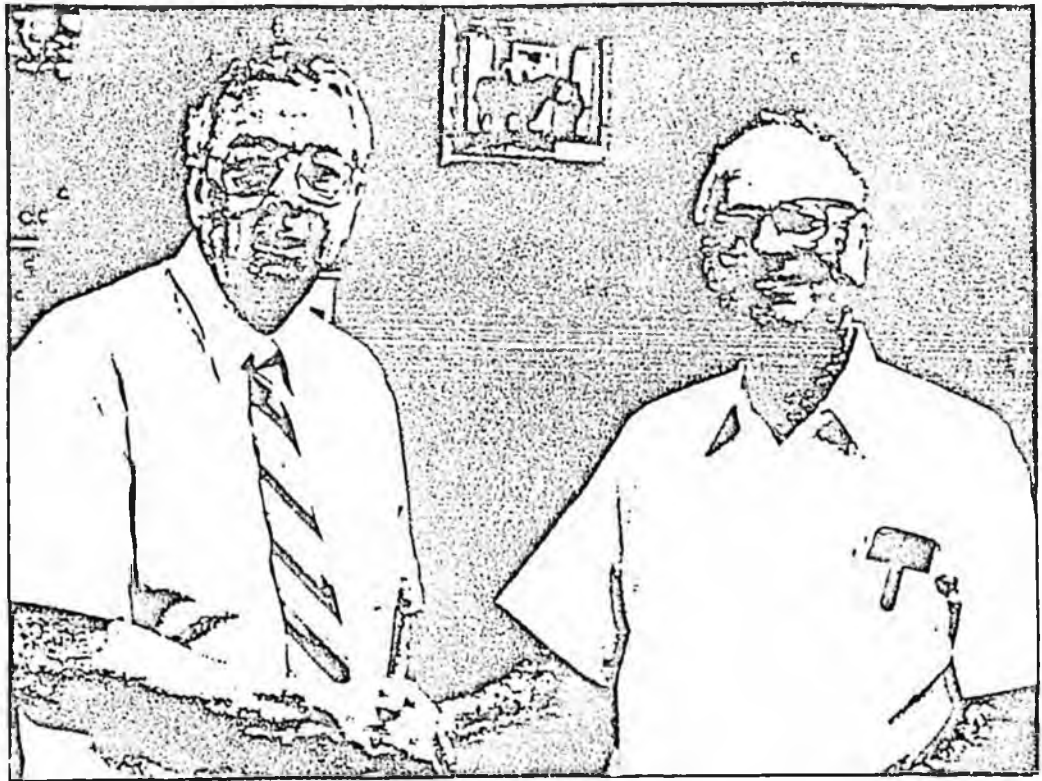
Placements of the Safety Sensor



The unit is activated when door opens and remains activated to detect any object or human until 10 seconds after door closes. This enables the driver to be warned of any human in the path of the wheels until he is well away from his original stationary position

- 1 Safety Sensor placement for reverse travel
2. Safety Sensor placement to protect pupils from rear dual tires
3. Safety Sensor placement to protect small children crossing in front of bus

**A. E. "Tony"
Dombrowski,
President of
Con-Serv, Inc., and
L. B. Billingsley,
President of
Billingsley Parts &
Equipment, finalize
their agreement.**



Con-Serv, Inc. has appointed Billingsley Parts & Equipment to be Safety Sensor's national distributor. Safety Sensor is Con-Serv's new life- and property-protecting device, created especially for the school bus after-market.

For more information on the Safety Sensor, contact:



Toll Free
1-800-231-2312 - U.S.
1-800-392-6496 - Texas

**safety
sensor™**

by Con-Serv, Inc.
3801 Dahlman Ave.
Omaha, NE 68107
(402) 733-8961

Bulk Rate
U. S. Postage
PAID
Huntsville, TX 77340
Permit No. 72

STATE OF ALASKA
THE LEGISLATURE

POUCHY - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3800

LEGISLATIVE AFFAIRS AGENCY
LEGISLATIVE REFERENCE LIBRARY

May, 1988

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS database CMPR. In order to save space copies of minutes have not been left in the files.

Mary Van Nimwegen

HSA 1-22-86 7AM

BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF EDUCATION

OFFICE OF THE COMMISSIONER

January 27, 1986

GOLDBELT PLACE
801 WEST 10th STREET
POUCH F
JUNEAU, ALASKA 99811

MEMORANDUM

TO: The Honorable Roger Jenkins
Alaska State Legislature
House of Representatives

FROM: Harold Reynolds, Jr., Commissioner
Department of Education

SUBJECT: HB 409 - School Bus Driver Training

Enclosed per your request is information concerning the school bus driver training program that the Department of Education would administer pursuant to Section 2 (b) (6)* of House Bill 409.

Enclosure

cc: Romaine Kareen

* Section 1 (page 1, lines 9-12) of CSHB 409(TRSP)

1/27/86

HB 409
Section 2 (b) (6)*

SUMMARY OF PROPOSED SCHOOL BUS DRIVER TRAINING PROGRAM

1. Standardization of School Bus Driver Training

The Department of Education will develop a recommended school bus driver training program. This program will include guidelines for classroom curriculum as well as behind-the-wheel techniques and topics. This recommended program will be made available to districts as the foundation for local training plans.

Local districts will then be required to develop school bus driver training plans and submit them to the Department of Education (DOE) for approval. Working from the DOE model curriculum, local districts and their private contractors can adjust their training programs to reflect the needs of their particular area. For example, a plan from Anchorage would place more emphasis on inner city driving than would a plan from Dillingham. Successful completion of a DOE approved training plan will become a requirement for receiving a school bus driver's license.

2. Certification of School Bus Driver Instructors

In addition to the development of a model driver training program, the DOE will design and operate a certification program for school bus driver instructors. Persons responsible for the instruction of school bus drivers will be required to gain certification through this instructors' class. The DOE will offer this program 2-3 times per year after the initial training of the driver instructors in the state. Instructors will be taught topics such as class presentation skills, class preparation, and use of AV materials, in addition to the DOE recommended driver training curriculum.

3. Increased Licensing Requirements

Requirements for school bus driver licensing will be changed to reflect the state emphasis on proper training. Prior to issuance of a school bus driver's license, the Division of Motor Vehicles will require proof that:

- a. The applicant successfully completed a DOE approved school bus driver training class; and
- b. The class completed was taught by a DOE certified driver instructor.

In addition, prior to license renewal, an applicant must show proof of having received a required amount of inservice or refresher training.

* Section 1 (page 1, lines 9-12) of CSHB 409(TRSP).

The Department of Education will work with the Division of Motor Vehicles in establishing procedures for verification and documentation of approved training plans and instructor certification.

4. Program Activities

Contingent upon available funding, the Department of Education will accomplish the following activities:

- a. Manuals will be developed for school bus drivers and school bus driver training instructors.
- b. Workshops will be conducted to train school bus drivers in safe driving practices, and to train driver training instructors in teaching techniques.
- c. Workshops will be conducted to assist school district administrators in identifying school bus driver training needs, and development of annual training plans for meeting local needs.
- d. Workshops will be conducted for driver licensing examiners in how to give effective road tests in school buses to evaluate driver performance.
- e. Training materials such as booklets, video cassettes, and films will be developed or purchased.
- f. Reporting forms and procedures to certify that training requirements were met will be developed.
- g. Inservice training of school bus drivers will be conducted.
- h. On-site monitoring and review of training programs will be conducted.

5. Examples of Subject Matter for Workshops to Train School Bus Driver Training Instructors and School Bus Drivers

- a. Subject matter for the two above categories will overlap, and will include, but not be limited to, the following:
 - (1) Student Loading and Unloading Procedures
 - (2) Student Rider Procedures
 - (3) Safety and Emergency Procedures
 - (4) First Aid
 - (5) Defensive Driving
 - (6) Driving Skills

School Bus Driver Training Program
Page Three

- (7) Pre-Trip Inspection
- (8) The Exceptional Child
- (9) Student Management
- (10) Driver's Role and Responsibilities
- (11) State Rules and Regulations
- (12) District Rules and Regulations
- (13) Bus Components
- (14) Field Trips
- (15) Public Relations

d. In addition to the above, the curriculum for the Driver Training Instructor will include the following:

- (1) Setting up a Classroom
- (2) Proper Classroom Procedures
- (3) Instructor Qualities
- (4) Lesson Planning
- (5) Four Step Instruction Process: preparation; presentation; application; evaluation
- (6) Teaching Techniques:
 - (a) creating positive teaching environment
 - (b) motivating students to learn
 - (c) provide learning resources
 - (d) guiding students on subject matter
- (7) Practice Teaching
- (8) Proper and Effective Use of Teaching Aids

DRAFT

FIFTH DRAFT
ANCHORAGE, ALASKA

MASTER PLAN
FOR SCHOOL BUS
DRIVER TRAINING IN
ALASKA

APRIL 30, 1985

DRAFT

I. OPENING STATEMENT

The school bus industry is the largest transportation system in the world today. In order to understand its magnitude, we must visualize 400 thousand buses transporting 23 million students a total of 3 billion miles a year. Not only is it the largest system in the world, but statistics reveal it also to be the safest. Nationwide, pupil transportation is reported to be 7 times safer than the family car.

Research throughout the State of Alaska revealed a significant disparity of training requirements at the respective local levels ranging from practically nothing to those in excess of 40 hours. The obvious need for conformity of school bus driver training on a statewide basis became very apparent following that research.

A classic example of a disaster arising from non-conformity happened in Martinez, California in 1976 when a driver, untrained on a particular type of bus that had not been inspected by state authorities because of the pending sale of that bus, embarked on a field trip to another city. Because of a series of events contributing directly to driver error, the trip ended tragically on an off ramp with 29 student fatalities. The personal loss and suffering felt by so many, in this and many other school bus accidents involving injuries and fatalities, is magnified by the fact they could have been prevented by proper training and follow-up procedures.

In order to maintain the integrity of a system with a safety record second to none, there must be a formal, structured program of driver training

combined with a monitoring system that will ensure compliance throughout the state.

The growth and increasing population of Alaska intensified the demands on all concerned to establish a school bus transportation system which incorporates the ultimate in safe and efficient safety practices. As the business of transporting children becomes more professional and visible with all its related problems, more precise guidelines have been and continue to be established. Responsibilities of states, local districts, contractors, administrators, supervisors, and school bus drivers are becoming greater and greater. In our modern society, it appears that safe school bus transportation awareness is fast becoming more acute.

Although the burden of providing this safe transportation is the responsibility of everyone involved with the program, the State Department of Education has the primary responsibility for the formulation, direction and overall administration of the program.

II. GOALS AND OBJECTIVES

The ultimate goal is the assurance that all instructors and drivers will receive the same quality education necessary for optimum safety, efficiency and ultimate cost effectiveness.

To accomplish this goal, there must be designed, financed, implemented, administered, and monitored an ongoing comprehensive training and reporting program for all school bus related personnel in the State of Alaska. This would ensure that the State Department, School Districts, and local

contractors would be in compliance with a program designed for the protection and safety of all concerned.

Programs shall be designed for school bus driver trainer instructors, certified school bus driver trainers, certified school bus drivers and state licensing examiners.

Although a quality program for all is the ultimate goal, the diversification of the State of Alaska has to be taken into consideration. Therefore, in order not to handicap a district or contractor with an unreasonable program that may be unsuited to their size or respective areas and unique conditions, the Transportation Director of the local school district will be responsible for designing a school bus driver training program using material and information out of the approved training manual adopted by the Department of Education. Using the 40 hour recommendation as a yardstick to have properly trained drivers meet local requirements, programs can then be designed utilizing local expertise with training emphasis being directed to specific needs relative to that particular area of the state.

These respective training programs and/or all subsequent updates or revisions, shall be submitted to the State Transportation Director for approval by July 1, prior to the opening of school in that district.

No drivers will be certified by the Division of Motor Vehicles until notification of acceptance and approval of the training program for that

related area is received from the State Transportation Director.

Each training program will be limited to the life of the transportation contract in each respective area and none will exceed the life of that contract.

Because of inherent difficulties in designing programs for Alaska, with its size and unique situations, implementation of these training programs, approval of appropriate administrative authority, and providing for budgetary procedures, a realistic outlook should involve a multi-year plan.

III. PROGRAM NEEDS ASSESSMENT

A. Develop or obtain curriculum and all related training aids to fit the following categories with the corresponding time frames and subject matter:

<u>1. CATEGORIES</u>	<u>TIME FRAME</u>
CERTIFIED SCHOOL BUS DRIVER TRAINER.....	80 hrs.
CLASSROOM.....	40 hrs.
BEHIND-THE-WHEEL.....	40 hrs.
CERTIFIED SCHOOL BUS DRIVER.....	40 hrs.
CLASSROOM.....	20 hrs.
BEHIND-THE-WHEEL.....	20 hrs.
STATE LICENSING EXAMINERS.....	8 hrs.

2. SUBJECT MATTER

a. SCHOOL BUS DRIVER TRAINER/SCHOOL BUS DRIVER

1) The subject matter for the two above categories will overlap, include, but not be limited to the following:

- a) State Rules and Regulations
- b) District Rules and Regulations
- c) Student Management
- d) Public Relations
- e) Driver's Role and Responsibilities
- f) Student Rider Procedure
- g) Loading and Unloading
- h) Safety and Emergency Procedures
- i) Pre-Trip Inspection
- j) Bus Components
- k) Field Trips
- l) First Aid
- m) The Exceptional Child
- n) Defensive Driving
- o) Driving Skills

2) In addition to the above, the curriculum for the Driver Trainer will include the following:

- a) Setting up a Classroom
- b) Proper Classroom Procedures
- c) Instructor Qualities

DRAFT

- d) Lesson Planning
- e) Four Step Instruction Process:
 - 1] Preparation
 - 2] Presentation
 - 3] Application
 - 4] Evaluation
- f) Teaching Techniques:
 - 1] Creating Positive Teaching Environment
 - 2] Motivating Students to Learn
 - 3] Provide Learning Resources
 - 4] Guiding Students on Subject Matter
- g) Practice Teaching
- h) Proper and Effective Use of Teaching Aids

b. STATE LICENSING EXAMINERS

- 1) Hold a one day workshop to cover the following topics:
 - a) Explanation of the overall school bus driver Training program.
 - b) A behind-the-wheel segment to demonstrate the driving skills being taught in the program.
 - c) Coordinate any new requirements or testing procedures from the D.P.S. or possible future changes or revisions.

- B. State Department of Education Pupil Transportation Director be authorized to certify and/or choose school bus driver trainer instructors from qualified authorities throughout the nation because of their many years of experience, education, and expertise in all aspects of the school bus industry and related subject matter.
- C. The State Pupil Transportation Director shall be supplied with:
 - 1. A list of school bus driver trainers to be certified upon the satisfactory completion of the required authorized programs. This affidavit shall be signed and attested to by the participating Driver Trainer Instructor(s).
 - 2. A list of the School Bus Drivers, subsequent to the satisfactory completion of the required authorized training programs and prior to the application of the certified driver's license, shall be supplied with appropriate affidavit signed by the Driver Trainer(s).
- D. The 20 hours behind-the-wheel time frame may be waived if the applicant can furnish proof or produce credentials verifying the satisfactory completion of a comparable training program or if the applicant's past driving experience, education and knowledge in the field of pupil transportation becomes evident to the driver trainer.

After an appropriate behind-the-wheel session of at least 2 hours for verification, a Training Waiver Certificate signed by the Certified Driver Trainer attesting to the qualifications and ability of the applicant may be issued for presentation to the D.M.V.

- E. Prepare a training program for the State Licensing Examiners that would make them cognizant of training procedures and program content putting them in a position to question the legitimacy of either affidavit. The State Licensing Examiners would serve as an excellent check and balance of the driver training program.
- F. Provide that a certified school bus driver's license shall be renewed every 2 years and:
1. Require 10 hours of in-service training per year in order to remain current in such subjects as:
 - a. Classroom Instruction
 - b. Behind-the-wheel Training
 - c. Safety Road Check
 - d. Safety Meetings
 - e. "Rodeo" Competition
 - f. State Conferences
 - g. Job-Related Courses
 2. Require an appropriate affidavit accompany the school bus driver and reflect the required 20 hours of in-service training when applying for license renewal.
- G. Require a year-end report showing all training received by each certified school bus driver be supplied to the state pupil transportation director.

H. Design the appropriate form and establish reporting procedures for the necessary data to be provided to the State Department of Education Pupil Transportation Director. Examples:

1. List of all employees in their proper categories, showing subject matter, type, and amount of training received
2. State Licensing Examiners in-service
3. Copies of all Certified Training Affidavits and Certified Training Waiver Affidavits.
4. Proper and comprehensive accident reporting becomes a larger priority. The statistical data gleaned from this material could provide excellent subject matter for in-service training.

I. Utilize when possible, because of their strategic location throughout the state, Community Colleges and Extension Rural Education Facilities as sites for regional instruction or in-service training to minimize travel for rural personnel.

J. Develop video tape programming for certain types of training.

K. Design an on-site monitoring system to compliment the regularly established reporting procedure.

L. Establish a dollar value for budgetary purposes with immediate attention being given to the writing, study and evaluation of all the proposed programs.

M. Provide for adequate personnel for proper administration of the program.

N. Prepare, print and distribute the desired and related material.

IV. MULTI-YEAR PLAN FOR ACCOMPLISHMENT

Obviously a program of this magnitude will need an adequate amount of time to phase in the appropriate segments as they are developed and as budgetary consideration will allow.

The following listing will indicate the priorities for incorporating the different aspects of the total program and will no doubt encompass a multi-year time frame.

PHASE I PLANNING - BUDGETING

A. Hold a meeting with Director of Management, Law, and Finance and the Commissioner of Education to discuss goals and objectives of the Pupil Transportation training proposal as the first step toward a State approved program.

B. Prepare package for the Department of Education for the following considerations:

1. Approval of the program

2. Budgetary appropriations

3. Recommendations to include the appropriate language in the Department of Education Regulations that would assure a State mandated, regulated, and monitored school bus driver training program and related services.
4. Recommendations to include the appropriate language in the Department of Education Regulations that would provide for State Certification for School Bus Driver Trainers and School Bus Drivers.

PHASE II CURRICULUM - REPORTING

- A. Prepare curriculum and establish visual aids needed for driver training program.
- B. Print and distribute materials to local districts along with guidelines for the preparation for approval of their respective training programs.
- C. Design, print, and distribute all forms to all related agencies needed for required reporting.
- D. Determine and prepare curriculum and material needs for the driver trainer instructors workshop.

PHASE III IMPLEMENTATION - EVALUATION

- A. Establish necessary workshops to acquaint contractor and district personnel with programs, forms, procedures, etc.

- B. Establish workshops with D.M.V. personnel for program coordination.
- C. Establish and begin annual workshop to qualify driver trainers.
- D. Begin driver training program on local level.
- E. Evaluate program for efficiency of training and reporting procedures.

PHASE IV RESTRUCTURE - REORGANIZE

Alter, change, redesign, or upgrade any portion of the program as needed or required.

VI. CLOSING STATEMENT

This plan has identified a need, spelled out the process to rectify that need, and provided for an ongoing program with room to fluctuate as the business it regulates varies according to the educational requirements of the community.

One of the major endeavors of the plan was to alleviate the discrepancies regarding school bus driver training while allowing a good measure of local control of respective school districts.

The concepts of permitting school districts, in conjunction with the local contractors, to submit their own training programs for approval is

totally new, but has a tremendous amount of merit. Factors such as attitudes, public relations, and cooperation will be greatly enhanced and possibly the programs submitted will even be more stringent than one developed on a state level, because of the flexibility to stress the proper emphasis where needed.

The adoption of this plan by the State Department of Education will fulfill their responsibility to formulate and administer a school bus driver training program and pave the way for future developments and progress.

Alaska State Legislature

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JUNEAU, ALASKA 99811
(907) 465-4453/4530

2201 ROOSEVELT DRIVE
ANCHORAGE, ALASKA 99503
(907) 248-4234



MEMBER
HOUSE RESOURCES COMMITTEE
MEMBER
HOUSE STATE AFFAIRS COMMITTEE

Representative Roger Jenkins

DISTRICT 11

JAN 21 1986

MEMORANDUM

Date: January 21, 1986

To: All House Transportation Committee Members
All Co-Sponsors of HB 409

From: Representative Roger Jenkins

Re: January 22 House Transportation Committee Hearing of HB 409, "An Act relating to licensing of school bus drivers; and providing for an effective date."

Enclosed please find a copy of HB 409 and back-up material. As co-sponsor of the bill, you will be interested to know that it will be heard tomorrow, January 22, by the House Transportation Committee at 7:00 a.m.

Included in this packet are:

- HB 409
- my outline of the bill
- Legislative Council's sectional analysis
- The Department of Public Safety's May 2, 1985 Position Paper and Fiscal Note
- AS 28.15.041 (affected by Section 1 of my bill)
- 13 AAC 08.055-.060
- May 9, 1985 House Transportation Committee Minutes
- The Department of Public Safety's January 21, 1986 Fiscal Note and Fiscal Note Analysis

Introduced: 4/29/85
Referred: Transportation
and State Affairs

BY JENKINS, LARSON, HURLEY,
HANLEY, COLLINS, PEARCE,
PHILLIPS, RIEGER, THOMPSON,
UEHLING AND COTTEN

1 IN THE HOUSE

2

HOUSE BILL NO. 409

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

FOURTEENTH LEGISLATURE - FIRST SESSION

5

A BILL

6 For an Act entitled: "An Act relating to licensing of school bus drivers;
7 and providing for an effective date."

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

9 * Section 1. AS 28.15.041(b) is amended to read:

10 (b) A person may not drive a [SCHOOL BUS TRANSPORTING SCHOOL
11 CHILDREN, OR A BUS TRANSPORTING SCHOOL-AGE CHILDREN OR ANOTHER] motor
12 vehicle when in use for the transportation of persons for compensation
13 until the person has applied for and has been issued a license for
14 that purpose under (a) of this section. The department may not issue
15 a license under this subsection unless the applicant is at least 19
16 years of age, has had at least one year of driving experience, and the
17 department is satisfied as to the applicant's good character, compe-
18 tence and fitness to be licensed; nor may the department issue the
19 license until proper application has been made and all required driv-
20 ing, written, and physical examinations have been successfully com-
21 pleted. A license issued under this subsection expires on September 1
22 of the year following issuance. Application for renewal may be made
23 by submitting to the department the results of a current physical
24 examination and paying the required fee.

25 * Sec. 2. AS 28.15 is amended by adding a new section to read:

26 Sec. 28.15.046. LICENSING OF SCHOOL BUS DRIVERS. (a) In addi-
27 tion to the requirements of AS 28.15.041(a), a person may not drive a
28 school bus transporting school children, or a bus transporting school-
29 age children until the person has applied for and has been issued a

1 license for that purpose under this section.

2 (b) The department may not issue a license under this section
3 unless the applicant

4 (1) is at least 19 years of age;

5 (2) has had a license to operate a motor vehicle at least
6 one year before the date of application;

7 (3) has successfully completed all required driving,
8 written, and physical examinations;

9 (4) has submitted information sufficient to complete a
10 background check consisting of a fingerprint check of national crimi-
11 nal records;

12 (5) has successfully completed a background check consist-
13 ing of a fingerprint check of state criminal records of the state or
14 states in which the applicant has resided for the past two years;

15 (6) has completed a state approved school bus driver train-
16 ing course or has for the previous two years been licensed by the
17 state to operate a school bus.

18 (c) The department may not issue a license under this section to
19 an applicant who has been convicted of any of the following offenses
20 within 20 years of the time of application:

21 (1) sexual abuse of a minor in any degree (AS 11.41.434 -
22 11.41.440);

23 (2) sexual assault in any degree (AS 11.41.410 or 11.41.-
24 420);

25 (3) incest (AS 11.41.450);

26 (4) unlawful exploitation of a minor (AS 11.41.455);

27 (5) contributing to the delinquency of a minor (AS 11.51.-
28 130);

29 (6) a felony involving possession of a controlled or

1 imitation controlled substance (AS 11.71 or AS 11.73);

2 (7) a felony or misdemeanor involving distribution of a
3 controlled or imitation controlled substance (AS 11.71 or AS 11.73);

4 (8) promoting prostitution in the first or second degree
5 (AS 11.66.110 or 11.66.120).

6 (d) The department may not issue a license to an applicant who
7 has been convicted of driving while intoxicated (AS 28.30.030) within
8 two years of the time of application or to an applicant who has two or
9 more convictions for driving while intoxicated within 20 years of the
10 time of application.

11 (e) For purposes of determining whether an applicant has been
12 convicted of an offense listed under (c) of this section, a conviction
13 under prior state law or in another jurisdiction of an offense having
14 elements substantially similar to those of the offenses listed in (c)
15 of this section is considered a conviction.

16 (f) Costs of conducting the background check required under
17 (b)(4) and (5) of this section shall be paid by the applicant. A
18 license issued under this section expires on September 1 of the year
19 following issuance. Application for renewal may be made by submitting
20 to the department the results of a current physical examination and
21 paying the required fee.

22 * Sec. 3. This Act takes effect September 1, 1985.

Alaska State Legislature

POUCH V
JUNEAU, ALASKA 99811
(907) 465-4453/4530

2201 ROOSEVELT DRIVE
ANCHORAGE, ALASKA 99503
(907) 248-4234



MEMBER
HOUSE RESOURCES COMMITTEE
MEMBER
HOUSE STATE AFFAIRS COMMITTEE

Representative Roger Jenkins

DISTRICT 11

HOUSE BILL NO. 409

LICENSING OF SCHOOL BUS DRIVERS

by Rep. JENKINS

House Bill No. 409 would set minimum requirements for school bus drivers. The bill would require the applicants to satisfy the department of public safety that they are of good character and are competent and fit to be licensed to drive school age children.

House Bill No. 409 takes the existing state department of public safety regulations and implements them into statute. In addition the bill adds the following:

1. The applicant must complete a state approved school bus driver training course. [Subsection (b)(6), page 2, lines 15-17.]
2. The applicant must supply the department of public safety with sufficient information to complete national criminal records check. [Subsection (b)(4), page 2, lines 9-11.]
3. The applicant must successfully complete a background check within the state or states which he or she has resided for at least the past 2 years. [Subsection (b) (5), page 2, lines 12-14.]
4. The applicant must not have been convicted of a felony or misdemeanor involving distribution of a controlled or imitation controlled substance. [Subsection (c)(7), page 3, lines 2-3.]
5. The applicant must not have been convicted of a felony involving possession of a controlled or imitation controlled substance. [Subsection (c)(6), pages 2-3, lines 29-1.]
6. The applicant must not have been convicted of driving while intoxicated within two years or must not have been convicted of multiple DWI's. [Subsection (d), page 3, lines 6-10.]
7. The applicant must bare the cost of background checks. [Subsection (f), page 3, lines 16-21.]

The children, whose parents have entrusted the state to educate, must have school bus drivers of good character who are educated in safety.

STATE OF ALASKA
THE LEGISLATURE

POUCH Y STATE CAPITOL
JUNEAU ALASKA 99811
907 465 3800

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

April 29, 1985

SUBJECT: Sectional analysis
(Work Order No. 14-1144)

TO: Representative Roger Jenkins

FROM: Michael R. Ford *M.R.F.*
Legislative Counsel

The following is a sectional analysis of the above referenced work order:

Section 1 deletes the existing authority of the department to regulate licensing of school bus drivers.

Section 2 adds a new section governing licensing of school bus drivers. Sets forth specific licensing requirements and lists specific criminal convictions that would prevent licensing.

Section 3 effective date section.

MFF:ojb
J14/055

DEPARTMENT OF PUBLIC SAFETY

POSITION PAPER - HB 409

NEUTRAL

MAY 2, 1985

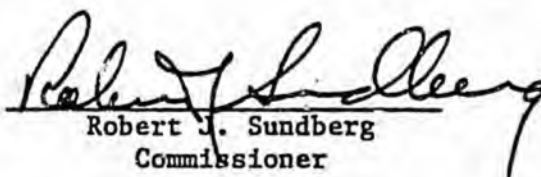
This bill does not make any drastic changes in the licensing of school bus drivers. The major impact will be on school bus contractors and school bus drivers in that a background check must be completed prior to issuance of the original license rather than after issuance. If the applicant has resided in Alaska only for the two years immediately preceding application, the delay in issuing the license will be approximately three weeks. If the applicant has resided in other states during the two years immediately preceding application, the delay in issuing the license will be approximately eight weeks. Contractors will have to plan accordingly in hiring and training new drivers.

Present law indicates a school bus permit will not be issued until "the department is satisfied as to the applicant's good character, competence, and fitness to be licensed...." Thus, the department adopted regulations which specify who cannot be licensed. This bill takes the discretion away from the department and specifies in statute who cannot be licensed. The bill adds one criminal offense that is not in the regulations which disqualify an applicant, however, the department's regulations are much stricter in regard to driving offenses. With the above wording being deleted, the regulations dealing with good character and competence may have to be repealed.

The cost mentioned in proposed section 28.15.046(f) is currently \$12.00 for a fingerprint search of the national criminal records as required in AS 28.15.046(b)(4). Individual states do not charge for a fingerprint search for another state, as is required in AS 28.15.046(b)(5) if the applicant has resided outside Alaska within the two years prior to application.

In regard to AS 28.15.046(b)(6), this will require the state to have an approved school bus driver training course. The Department of Education is currently working on a master plan to include this. It does not appear it will be complete by the effective date of this bill. Without such a program, no school bus driver permits could be issued. Each contractor presently has a training program, however, they are not state approved.

Recommend Section 1 of the bill be repealed. Licensing of taxi drivers is presently handled at the local government level and the department would prefer to leave the control at the local level.


Robert J. Sundberg
Commissioner

STATE OF ALASKA 1985 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date: _____

REQUEST

Bill/Resolution No.: HB 409
 Title: An Act relating to
licensing of school bus drivers....
 Sponsor: Jenkins
 Requestor: House Transportation
 Date of Request: 4-30-85

FISCAL DETAIL

Agency Affected: Public Safety
 Program Category Affected: Life and Property Protection
 BRU, Program or Subprogram(s) Affected: Division of Motor Vehicles
Driver Services

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 85	FY 86	FY 87	FY 88	FY 89	FY 90
OPERATING						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL		4.2	4.4	4.6	4.8	5.0
400 SUPPLIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS						
800 MISCELLANEOUS						
TOTAL OPERATING		4.2	4.4	4.6	4.8	5.0

CAPITAL						
----------------	--	--	--	--	--	--

REVENUE		4.2	4.4	4.6	4.8	5.0
----------------	--	-----	-----	-----	-----	-----

FUNDING: (Thousands of Dollars)

	FY 85	FY 86	FY 87	FY 88	FY 89	FY 90
GENERAL FUND		4.2	4.4	4.6	4.8	5.0
FEDERAL FUNDS						
OTHER						
TOTAL		4.2	4.4	4.6	4.8	5.0

POSITIONS:

	FY 85	FY 86	FY 87	FY 88	FY 89	FY 90
FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: Attach a separate page if necessary

This legislation required fingerprint search of FBI files on each original school bus driver applicant. The FBI charges \$12.00 per search. DMV receives approximately 350 original applications per year. DMV will be required to pay the FBI for the searches, however, the applicant is required to cover this cost. Thus, at time of application each applicant will be required to pay \$12.00 (in addition to license fee), which will be deposited in the general fund. 350 applicants x \$12.00 per search = \$4,200. A 5% growth factor was used for FY87 & subsequent years.

Prepared By: Bill Brown Phone: 465-4335
 Division: Motor Vehicles Date: 5-1-85

Approved by Commissioner: [Signature] Date: 5-1-85
 Agency: Public Safety

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

7/1/84

(b) A school bus driver permit will be revoked for

- (1) conviction of driving while intoxicated;
- (2) conviction of reckless driving;
- (3) conviction of a third offense of driving in violation of permit restrictions;
- (4) any reason that would be grounds for denial under 13 AAC 08.010;
- (5) knowingly making a false statement or concealing a material fact or otherwise committing a fraud in an application for a permit;

(6) repealed 5/2/81.
 (Eff. 12/31/69, Reg. 31; am 5/2/81, Reg. 78)
 Authority: AS 28.05.011
 AS 28.15.041

13 AAC 08.050. PERIOD OF SUSPENSION OR REVOCATION. (a) The period of suspension of a school bus driver permit is as follows:

- (1) violation of permit restrictions – first offense 30 days, second offense six months;
- (2) for the duration of a limitation placed on the driver's license as provided by 13 AAC 08.045(a)(2);
- (3) for the duration of the suspension or revocation of the driver's license as provided by 13 AAC 08.045(a)(3).

(b) the period of revocation of a school bus driver permit is as follows:

- (1) one year for first conviction of driving while intoxicated or reckless driving, and permanent revocation for conviction of a second offense or the first offense if it occurred while driving a school bus;
- (2) one year for third offense of driving in violation of permit restrictions;
- (3) until applicant is eligible for reissuance if it is for a reason which would be grounds for denial under 13 AAC 08.010;

(4) one year for knowingly making a misrepresentation in an application for a permit;

(5) repealed 5/2/81.
 (Eff. 12/31/69, Reg. 31; am 5/2/81, Reg. 78)
 Authority: AS 28.05.011
 AS 28.15.041

13 AAC 08.055. RE-EXAMINATION. Upon written request of a police officer, the Department of Education, or the employer of a school bus driver, the department will, in its discretion, upon giving 10 days' notice to the school bus driver, require him to submit to a part or all of the examination requirements. After examination the department will, in its discretion, if the school bus driver did not satisfactorily pass examination, revoke his permit until the examination is passed. Refusal or neglect to submit to re-examination will result in revocation of the permit until the examination is satisfactorily completed. (Eff. 12/31/69, Reg. 31; am 5/2/81, Reg. 78)

Authority: AS 28.05.011
 AS 28.15.041

13 AAC 08.060. DEFINITIONS. In 13 AAC 08.005 – 13 AAC 08.060, unless context requires otherwise

(i) "convicted with such frequency of serious traffic offenses" means one conviction of driving while intoxicated or reckless driving during the 12 months immediately before application, or four convictions for any other violation of traffic law or regulations while driving a motor vehicle during the 24 months immediately before application, or two or more convictions for driving while intoxicated or reckless driving at any time before application;

- (2) repealed 5/2/81;
- (3) repealed 5/2/81;
- (4) "permit" means a school bus driver permit issued by the department;

(5) "unlimited Alaska driver's license" means an Alaska driver's license which is not limited under the provisions of AS 28.15.201;

(6) "department" means Alaska Department of Public Safety. (Eff. 12/31/69, Reg. 31; am 5/2/81, Reg. 78)

Authority: AS 28.05.011
 AS 28.15.041

(3) the person's visual acuity may not be less than 20/30 in one eye and 20/200 in the other eye, either with or without corrective lenses;

(4) the person may not have monocular vision;

(5) the person may not have a history of fainting spells, dizziness, convulsions, epilepsy, or cardiac ailment during the 12 consecutive months immediately preceding the examination;

(6) the person must have normal use of both hands, arms, and feet;

(7) the person may not have a physical disability that would prevent safe operation of a school bus under all driving conditions;

(8) the person may not presently be under treatment for excessive use of alcohol or drugs.

(b) Except as provided in (c) of this section, a renewal of a school bus driver permit may not be granted unless the requirements of (a)(1) - (8) of this section are met.

(c) When a person has a "skin test" that does not show the person to be free of tuberculosis, a chest X-ray is not required under (a)(2) of this section if within 18 months before the skin test the person had a chest X-ray that showed him to be free of tuberculosis. Nothing in this section, however, prevents the person conducting the examination from concluding that the X-ray is necessary for diagnostic purposes and requiring that an X-ray be taken.

(d) A report of an examination performed under this section by a physician's assistant or an advanced nurse practitioner must be signed by that person, and include the name of the collaborating physician. (Eff. 12/31/69, Reg. 31; am 5/2/81, Reg. 78; am 8/12/82, Reg. 83)

Authority: AS 28.05.011
AS 28.15.041

13 AAC 08.030. PERMIT TO BE CARRIED AND EXHIBITED. A driver of a school bus shall have in his immediate possession his school bus driver permit and his driver's license when operating a school bus transporting a child to or from school or a school activity and shall, upon the request of a police officer, display and

temporarily give to the police officer for examination his school bus driver permit. (Eff. 12/31/69, Reg. 31; am 5/2/81, Reg. 78)

Authority: AS 28.05.011
AS 28.15.041

13 AAC 08.035. RESTRICTED PERMIT. A school bus driver permit shall, depending upon the type of vehicle in which the driving examination was given, be restricted as follows:

(1) if the examination was given in a school bus with a manufacturer's rated capacity of less than 24, the permit shall be restricted on its face to "15 passengers or less";

(2) if the examination was given in a school bus with a manufacturer's rated capacity of 24 or more, the permit shall be unrestricted and allows operation of any school bus. (Eff. 12/31/69, Reg. 31)

Authority: AS 28.05.011
AS 28.15.041

13 AAC 08.040. CANCELLATION OF PERMIT. The department will, in its discretion, cancel a school bus driver permit for the following:

(1) unintentional, erroneous information or improper application;

(2) repealed 5/2/81.
(Eff. 12/31/69, Reg. 31; am 5/2/81, Reg. 78)

Authority: AS 28.05.011
AS 28.15.041

13 AAC 08.045. SUSPENSION OR REVOCATION OF PERMIT. (a) A school bus driver permit will, in the department's discretion, be suspended by the department for

(1) driving a school bus in violation of the permit restrictions;

(2) conviction of a traffic offense which results in a limitation being placed on the driver's license, except an offense which requires revocation under (b) of this section;

(3) conviction of an offense which results in suspension or revocation of the driver's license, unless suspension or revocation is for a conviction of an offense which requires revocation under (b) of this section.

(2) the person must have a chest X-ray or "skin test" that shows the person to be free of tuberculosis;

(2) has not been licensed to operate a motor vehicle for at least one year before the date of application;

(3) is not at the time of application validly licensed to operate a motor vehicle in Alaska or does not have a valid unlimited Alaska driver's license in his possession;

(4) has not attained the age of 19;

(5) has been convicted of any of the following offenses within 20 years of the time of application: sexual abuse of a minor; sexual assault; incest; unlawful exploitation of a minor; contributing to the delinquency of a minor; felony offense involving distribution of prohibited drugs; or promoting prostitution in the first or second degree.

(b) Repealed 5/2/81.
(Eff. 12/31/69, Reg. 31; am 5/2/81, Reg. 78)
Authority: AS 28.05.011
AS 28.15.041

13 AAC 08.015. APPLICATION REQUIREMENTS. Applicants for an original school bus driver permit shall, at the time of application, furnish the following to the examiner in order for the application to be accepted:

(1) a completed health history on a form prescribed by the Department of Public Safety;

(2) two sets of applicant fingerprint cards.
(Eff. 12/31/69, Reg. 31; am 5/2/81, Reg. 78)
Authority: AS 28.05.011
AS 28.15.041

13 AAC 08.020. EXAMINATION OF APPLICANTS. (a) The school bus driver's written examination may not be administered to an applicant more than twice during any 12 consecutive months, and a one-week waiting period is required between the two tests allowed. A score of 80 is required to pass, and the test shall be comprised of questions concerning

(1) traffic laws and regulations; and

(2) school bus drivers' operating regulations promulgated by the Department of Education.

(b) The driving examination shall be administered in the type of equipment which the

applicant is to operate, and the equipment shall be furnished by the applicant or his employer. The driving examination may not be administered to an applicant more than twice during any 12 consecutive months, and a one-week waiting period is required between the two tests allowed. A score of less than 31 is required to pass, and the examination shall consist of at least the following maneuvers:

(1) with engine off, starting engine and moving into the rest of the required maneuvers;

(2) two right-hand turns and two left-hand turns;

(3) where practical and possible, a railroad crossing stop;

(4) the use of special lighting and other special equipment required by regulation;

(5) movement through intersections controlled by signs or signals, unless such signs or signals are not available in the area of the examination;

(6) simulated loading and unloading of children.

(c) Where it is impractical for the department to administer the driving test, and upon agreement with the employer or other person acceptable to the department, the driving examination may be administered by the employer or other person acceptable to the department who shall certify to the proficiency of the applicant's driving skills by signing the examination form as the "examiner." (Eff. 12/31/69, Reg. 31)

Authority: AS 28.05.011
AS 28.15.041

13 AAC 08.025. MEDICAL STANDARDS. (a) A school bus driver permit may not be issued to a person who does not meet the following minimum standards as certified by a medical doctor, a physician's assistant licensed by the State Medical Board, or an advanced nurse practitioner licensed by the Board of Nursing, on the form required in 13 AAC 08.015(1):

(1) the person must be free of communicable disease at the time of examination;

13 AAC 06.060. PERIODIC INSPECTION REQUIRED. Annulled under AS 44.62.320, passed 5/26/76.

13 AAC 06.070. OFFICIAL INSPECTION STATIONS. Annulled under AS 44.62.320, passed 5/26/76.

13 AAC 06.080. DISPLAY OF CERTIFICATE OF INSPECTION. Annulled under AS 44.62.320, passed 5/26/76.

13 AAC 06.090. PROHIBITED PRACTICES.
(a) No person may perform repairs or adjustments upon a vehicle that are not in accord with acceptable or customary repair practices or not in accordance with the provisions of this title or applicable statutes.

(b) No person may willfully conceal or misrepresent the identity or condition of a vehicle, nor make a false or misleading statement or present false evidence in connection with the inspection, repair, or adjustment of a vehicle.

(c) Annulled under AS 44.62.320, passed 5/26/76.

(d) Annulled under AS 44.62.320, passed 5/26/76.

(e) Annulled under AS 44.62.320, passed 5/26/76.

(f) No police officer or other person authorized by the department to conduct inspections under this chapter may order, direct, recommend, or influence the repair or adjustment of a vehicle or its equipment by a particular person, or perform repair or adjustment at a roadside inspection area for compensation, nor may a person solicit in any manner, at a roadside inspection area or upon a surrounding or an adjacent highway, any repair or adjustment business for compensation. (Eff. 12/31/69, Reg. 31; am 7/5/75, Reg. 54)

Authority: AS 28.05.030
AS 28.35.230

Editor's Note: The penalty for violation of traffic regulations is provided by statute. Re: AS 28.35.230.

CHAPTER 08.
DRIVER LICENSING AND
SAFETY RESPONSIBILITY

Article

- 1. School Bus Driver Permit (13 AAC 08.005-13 AAC 08.060)
- 2. Safety Responsibility (13 AAC 08.075-13 AAC 08.110)
- 3. Classified Driver's Licenses (13 AAC 08.140-13 AAC 08.160)
- 4. Traffic Violations Demerit Point System (13 AAC 08.210-13 AAC 08.290)
- 5. Standards for Licensing of Drivers (13 AAC 08.310-13 AAC 08.400)
- 6. Mandatory Auto Insurance (13 AAC 08.410-13 AAC 08.440)

ARTICLE 1.
SCHOOL BUS DRIVER PERMIT

Section

- 05. Application of regulations
- 10. Denial of permit
- 15. Application requirements
- 20. Examination of applicants
- 25. Medical standards
- 30. Permit to be carried and exhibited
- 35. Restricted permit
- 40. Cancellation of permit
- 45. Suspension or revocation of permit
- 50. Period of suspension or revocation
- 55. Re-examination
- 60. Definitions

13 AAC 08.005. APPLICATION OF REGULATIONS. 13 AAC 08.005 - 13 AAC 08.060 apply to a person who operates a school bus when it is transporting a child, other than his own, to or from school or a school activity. (Eff. 12/31/69, Reg. 31)

Authority: AS 28.05.011
AS 28.15.041

13 AAC 08.010. DENIAL OF PERMIT. (a) A school bus driver permit may not be issued to an applicant who

(1) has been convicted with such frequency of serious traffic offenses as to indicate a disregard for traffic laws and the safety of others;

HOUSE TRANSPORTATION
STANDING COMMITTEE
May 9, 1985
7:00 a.m.

Members Present: Representative Bette Cato, Chairman
Representative Mike Davis, Vice-Chairman
Representative Dick Shultz
Representative Marco Pignalberi

Members Absent: Representative Adelheid Herrmann
Representative Walt Furnace
Representative Andre Marrou

COMMITTEE CALENDAR

HB 409 "An Act relating to licensing of school bus drivers; and providing for an effective date." Original sponsor: Representative Roger Jenkins.

HB 413 "An Act providing for the issuance of general obligation bonds in the amount of \$350,000,000 for the purpose of paying the cost of transportation projects; calling for a special election on the question; and providing for an effective date." Original sponsor: Representative Red Boucher.

WITNESS REGISTER

Representative Red Boucher
Alaska State Legislature
Pouch V
Juneau, AK 99811
Telephone: (907) 465-4931
Position Statement: As sponsor of HB 413, he urged that it do pass.

Representative Roger Jenkins
Alaska State Legislature
Pouch V
Juneau, AK 99811
Telephone: (907) 465-4530
Position Statement: As sponsor of HB 409, he urged that it do pass but he did not object to holding the bill in committee so that more work could be done on it.

Bill Brown
Division of Motor Vehicles

The Department of Public Safety
Pouch N
Juneau, AK 99811
Telephone: (907) 465-4335
Position Statement: Testified on HB 409.

Chip Dennerlein
Municipality of Anchorage
Pouch 6-650
Anchorage, AK
Telephone: (907) 264-4960
Position Statement: Observer.

Mayor Tony Knowles
Municipality of Anchorage
Pouch 6-650
Anchorage, AK 99502 (Via Teleconference)
Telephone: (907) 4960
Position Statement: Strongly supported HB 413.

Saundra C. Hutchins, Chairman
The Alaska School Bus Safety Committee
P.O. Box AB
Palmer, AK 99645 (Via Teleconference)
Telephone: (907) 745-4822
Position Statement: Testified on HB 409.

Romayn Kareen
Pupil Transportation Officer
The Department of Education
Pouch F
Juneau, AK 99811
Telephone: (907) 465-2890
Position Statement: Testified on HB 409.

PREVIOUS ACTION

HB 409: Read the first time on 04/29/85 and referred to TRSP, SA and Rules; no previous committee action to record.

HB 413: Read the first time on 05/01/85 and referred to TRSP, Fin and Rules; no previous committee action to record. Today TRSP reported out with 2DP, 3NR.

ACTION NARRATIVE

TAPE #42 SIDE ONE
Recording
Number 005

Chairman Cato called the meeting to order at 7:19 and noted that there was not yet a

quorum. She started the meeting anyway so that Mayor Tony Knowles, who was under a time constraint, could testify via the Legislative Teleconference Network on HB 413, sponsored by Representative Red Boucher and entitled, "An Act providing for the issuance of general obligation bonds in the amount of \$350,000,000 for the purpose of paying the cost of transportation projects; calling for a special election on the question; and providing for an effective date."

Let the record show the following members present: Representative Davis, Representative Pignalberi, and Representative Cato.

Number 015

Mayor Knowles: "Thank you, Representative Cato. Thank you for the opportunity to give testimony on House Bill Number 413. I would like to register with the committee the whole-hearted support of Anchorage in support of the bill sponsored by Representative Boucher and Cotten which would provide for the issuance of \$350,000,000 worth of bonds for the transportation projects all across the state. Obviously, I can not speak to the needs of areas other than Anchorage, but I do note that within that bill that the projects listed, most of which are part of the state and federal highway system, are completely supported through a public process in Anchorage that I have never seen the likes of which in a town that is unique in its diversity, this is the one area of consensus, of the greatest consensus that I have seen--particularly in light of the falling revenues, I applaud Representatives Boucher, Cotten, and other supporters of this measure for coming up with a financing package. If there are other packages, obviously that can meet the financial requirements of the state that still require the completion of the projects, that too would be satisfactory to Anchorage. If it's an important enough project, then we are whole-heartedly in support. I can represent numerous public groups that have formally endorsed the specific bill as well as the Anchorage Assembly."

Number 059

Representative Cato: "Thank you, Mayor

indirectly considered as user's fees for the services and roads that Anchorage does provide? Therefore, to me it's still a disproportionate amount concerning the people having to get there. If they don't have any roads in their district to get to Anchorage, then Anchorage is going to have to suffer also."

Mayor Knowles: "Perhaps in response to your question, there is no city in the nation that through its own, that I am aware of, that through its own financial resources pays for the state and federal road system."

Number 482

Representative Shultz commented that Anchorage isn't the only place which faces rapid growth. He mentioned that several communities in his district have an even higher rate of growth than Anchorage."

Number 494

Representative Davis thanked the mayor for his comments. Representative Cato also thanked the mayor for his testimony.

Number 505

Representative Cato then brought before the committee HB 409, sponsored by Representative Jenkins and entitled, "An Act relating to licensing of school bus drivers; and providing for an effective date." She asked Representative Jenkins to testify on his bill, but he deferred his testimony so that people on the teleconference network could testify. Representative Cato then asked Romayn Karaen of the Department of Education to testify on the bill.

Ms. Kareen thanked the committee for hearing the bill and Representative Jenkins for sponsoring HB 409. Ms. Kareen: "Regarding Section 2(b)(6) that requires drivers to complete a state-approved school bus driver training course. The Alaska School Bus Driver Training Committee is formulating the master plan for a state-wide, mandatory school bus driver training program. We hope to have the plan completed by July and ready for implementation fiscal year 87 and we will need an appropriation to complete that project and implement the master plan. I just want to know that the work was in process regarding the driver training program."

Representative Cato then asked Sandra Hutchins of Mat-Su to testify.

Ms. Hutchins: "I am the Pupil Transportation Coordinator for the Mat-Su school district and I am here to offer testimony on behalf of the Alaska Association for Pupil Transportation which is the district administrator's association and the Alaska School Bus Safety Week Committee which is sponsored by the Department of Education representing school districts and contractors.

"...We support the specifics of the bill. Looking at section 28.13.046(b) and looking down at number (4) and number (5) together. We very much support the criminal and background check both nationally and a state check back through the years. We feel that we have a responsibility to our parents and to our community to hire people who drive school bus drivers that have a good moral background. We feel we have a responsibility to make sure that they are trained properly and competent and able to do the job. We are concerned about individuals who do have a background that is not suitable for contact with children and looking down at section (c), in the same section, and looking at items (1), (2), (3), (4), (5), and (6) and (7) which are interconnected with numbers (4) and (5). We feel that it is very important that we don't have people who don't have this kind of background.

"There are some specific problems with (4) and (5) which are more procedural than in concept. The bill, as I understand it, indicates that we would have, that we would not be able to license and use an individual to drive a school bus until the national and the two-year state background check is complete. In talking with Bill Brown in Juneau in the Department of Public Safety and with Mr. Dave Garrison who is the aide for Representative Jenkins, we understand that that national background check could take as much as seven weeks. Also, that the state two-year check could take the same length of time and certainly up to a month. If this were true and if we were not allowed to license or use an individual to drive a

school bus until that criminal check has been completed, we would, by necessity, have to begin the hiring process and the licensing process as early as the month of June and possibly the end of June in order to have individuals to drive in the last week of August which is when many of our school districts open.

"Procedurally, that is not possible. The school bus drivers support themselves in the summer by other jobs. Many of them fish. The day after the last day of school, most of them are gone. If we were to have to fall into the way the bill is now written, we might even have to put together and give a screen in the month of May when we still have these people aboard just to get the screen process done.

"What we would like to suggest is that the provision be made similar to that which worked for the present law relating to teachers. Is that they are certified by the state and they may be hired by the district pending a background check, a criminal background check which is very similar to what is being suggested here. We would like to suggest is that we be allowed to licensed and to use these people pending the criminal background check which would make it, procedurally, we would be able to handle. Otherwise, it is not unlikely that we would end up on the first day without everybody that we needed in those buses. We don't want people driving a bus who have this kind of a background. But, procedurally, I am not sure that it will for us as it is presently written. There is strong feeling among school district people and the contractors that procedurally this won't work as it is presently written.

"I'd like to move to section, let me see, the same section. Go down to number (d). And this has to do with not licensing an individual who has been convicted of DWI and within two years and not licensing him at all if he has had two or more within twenty years. I very strongly support this provision. It is a source of problem now. We often do not know when an individual has been convicted of a DWI. We may have a bus driver out there there who has gotten a DWI

ticket in a private vehicle and we can find out--we have a chance generally. Very strongly support this provision. There needs to be some method to ensure, procedurally, that we will know when these things will occur. We have the same problem with (4) and (5). There needs to be some procedure to assure that school districts will know when an individual does have a DWI because otherwise, the individual is not going to tell us. We have that problem now. We have people who do get DWI and you just, sometimes you find about it and you then you are able to act. Very strong support for number (d).

"We very much support number (6) going back. This particular provision has to do with a mandated school bus driver training course. The Department of Education over the last year has been working with a large committee which represents a cross-section of a school district administrators and contractors to develop a standardized school bus training program. The hope is that it will be mandated as a minimum guide for all districts. That plan is not developed--as I understand it, it is in the final draft and will be ready for the review process with district and administrators and with the Department of Education. It then must be approved by the state school board. We very much support that kind of training program. The problem with it here with this particular bill is that it is not ready. The other problem is that this bill would be effective in 1985. The driver training program is not in place and has not been reviewed. There's no fiscal note for it. And there will be some cause to get it started. We think that it is a very necessary thing to have a mandated program. If there is some way of keeping this provision in the bill and not allowing for a later date for implementation, we would very much support that. We support a mandated driver training program. We need to standardize a program across the state and we need to set the minimums and some very good work has been taking place in that area...This bill does not state who would be responsible for developing that driver program. This particular bill comes under Public Safety and I don't know if that

necessarily means that the Department of Public Safety would then be responsible for a driver training program for school bus drivers. That may not be true. We would like to see the Department of Education charged with that responsibility because they are closer to this area than is the Department of Public Safety."

Number 651

Representative Cato: "In the position paper, you might be interested in this fact: we have considered deleting that number (6) from Robert Sundberg it says in regard to AS 28.15.046(b)(6)--this will require the state to have an approved school bus driver training course. The Department of Education is currently working on a master plan to include, so they are well aware of what you're doing. It does not appear that it will be complete by the effective date of this bill. Without such a program, no school bus driver permits could be issued. Each contractor presently has a training board program; however, they are not state approved. What was the completion date that you thought perhaps that if things went well, that you would be able to have the plan in place for a state-approved driver's training school?"

Ms. Hutchins: "Looking at the status and talking with Ms. Kareen, that probably they will have that in place as even as the fall. However, there's no fiscal note for it yet. So that would mean, at least a year before it could be implemented."

Ms. Kareen: "There will be an appropriation required for implementation for this driver training program to get it coordinated, to get the materials to sell it, to conduct work shops for instructors to go back to the respective areas and to train the school bus drivers, to conduct workshops for school districts, and we will have to develop a local plan for their own area for the required school bus driver training needs in their respective areas. So it will take at least a year to get it off the ground in an appropriation required for that. If we had monies in our FY 87 budget, we could begin working July 1, 1986 and could have the workshops conducted etcetera I would think by June 30, 1987."

Number 680

Representative Cato thanked the teleconference participants for their contribution. Ms. Hutchins thanked Representative Jenkins for sponsoring the bill.

Representative Cato then called to the table Bill Brown of the Department of Public Safety, Division of Motor Vehicles.

Mr. Brown: "This basically does two things as far as changing from the present system. We do a background check at this time; however, it's strictly of Alaska arrests. We, therefore, find out of an arrest in another state only if that person has been arrested up here also and therefore the record from the other state has been forwarded to Alaska. The two changes is, number 1, it requires the check to be made before the license is issued and, number 2, it requires..._a national check_."

CHANGE TAPE #42 TO SIDE TWO

Number 003

Mr. Brown described the current system of criminal checks and the issuance of school bus driver permits. Discussion then ensued on this topic.

Mr. Brown: "There's a couple concerns. One of them, I just hit on today: on subsection (e) on page three, on lines 12-14 where it refers to 'listed under (c) of this section,' it should also include, 'under (c) or (d) of this section' if (d) is not added there. You can only count DWI's within Alaska. If (d) is added to that subsection (e), we could also count DWI's that occur in another in another state because (d) is very specific. It refers to DWI under an Alaska statute. Possibly, the statute section would not have to appear on lines 7 of page 3 and just refer to convictions of driving while intoxicated."

"...Another concern, of course, that we have is in regards to and it was expressed by Ms. Hutchins is is the time period that it takes to get a result of a fingerprint search-- possibly, is something that the department would have to work on. In our position paper we indicated that it would be a three week lag. In my opinion, that's a minimum

at this specific time. It's the mail process that's the delay and not the computer process in Anchorage."

Number 069

Representative Pignalberi expressed his concern of how this bill affects school bus drivers and the contractors. Representative Cato expressed her belief that the bill does not go far enough and that it should apply to janitors and other people who are around school children. She asked Representative Jenkins if he could work on this bill during interim so that it would encompass this issue. Representative Jenkins did not object to this and said that he would work on this during interim. Representative Cato announced, then, that HB 409 would be held in committee.

Number 241

Representative Pignalberi moved to pass out of committee HB 413, "An Act providing for the issuance of general obligation bonds in the amount of \$350,000,000 for the purpose of paying the cost of transportation projects; calling for a special election on the question; and providing for an effective date." Representative Cato repeated his motion and asked if there were any objections. Being none, so ordered.

Representative Cato asked if there was further business to be brought before the committee. Being none, she adjourned the meeting at 8:11.

STATE OF ALASKA 1986 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date: 1-21-86

REQUEST

Bill/Resolution No.: HB 409
 Title: An Act relating to licensing of school bus drivers..
 Sponsor: Jenkins
 Requestor: House Transportation
 Date of Request: 1-21-86

FISCAL DETAIL

Agency Affected: Public Safety
 BRU: Motor Vehicles
 Components: Driver Services

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL		8.4	8.8	9.2	9.7	10.2
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	8.4	8.8	9.2	9.7	10.2

CAPITAL						
---------	--	--	--	--	--	--

REVENUE	0	8.4	8.8	9.2	9.7	10.2
---------	---	-----	-----	-----	-----	------

FUNDING : (Thousands of Dollars)

GENERAL FUND	0	8.4	8.8	9.2	9.7	10.2
FEDERAL FUNDS						
OTHER						
TOTAL	0	8.4	8.8	9.2	9.7	10.2

POSITIONS :

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

This legislation requires fingerprint search of FBI files on each original school bus driver applicant. The FBI charges \$12.00 per search. DMV receives approximately 700 original applications per year. DMV will be required to pay the FBI for the searches, however, the applicant is required to cover this cost. (cont')

Prepared by: Bill Brown Phone: 465-2650
 Division: Motor Vehicles Date: 1-21-86

Approved by Commissioner: [Signature] Date: 1-21-86
 Agency: Public Safety

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

CONTINUATION of FISCAL NOTE ANALYSIS

For Bill/Resolution No. HB 409

ANALYSIS (cont')

At time of application each applicant will be required to pay \$12.00 (in addition to license fee), which will be deposited in the general fund. 700 applicants x \$12.00 per search = \$8,400. A 5% growth factor was used for FY88 and subsequent years.

ASSUMPTION

Effective date of July 1, 1986.

INFORMATION

For the fiscal note dated 5-1-85, an estimate of the number of original school bus applicants was used. During 1985, statistics were compiled to obtain the actual number. This fiscal note is based on actual number of applicants in calendar year 1985.

STATE OF ALASKA
THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

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907-465-3800

May, 1986

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS date base CM 14. In order to save space copies of minutes have not been left in the files.

Jeanie Henry

House State Affairs Committee 2/3/86, 3:00 pm.
House Transportation Committee, 1/22/86, 7:00 am
" " " 1/23/86, 7:00 am

Original sponsors: Jenkins, Larson,
Hurley, et al

1 IN THE HOUSE

BY THE TRANSPORTATION COMMITTEE

2 CS FOR HOUSE BILL NO. 409 (Transportation)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to training and licensing of school
7 bus drivers; and providing for an effective date."

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

9 * Section 1. AS 14.07.020(a) is amended by adding a new paragraph to
10 read:

11 (14) establish, in coordination with the Department of
12 Public Safety, a school bus driver training course.

13 * Sec. 2. AS 28.15.041(b) is amended to read:

14 (b) A person may not drive a [SCHOOL BUS TRANSPORTING SCHOOL
15 CHILDREN, OR A BUS TRANSPORTING SCHOOL-AGE CHILDREN OR ANOTHER] motor
16 vehicle when in use for the transportation of persons for compensation
17 until the person has applied for and has been issued a license for
18 that purpose under (a) of this section. The department may not issue
19 a license under this subsection unless the applicant is at least 19
20 years of age, has had at least one year of driving experience, and the
21 department is satisfied as to the applicant's good character, compe-
22 tence and fitness to be licensed; nor may the department issue the
23 license until proper application has been made and all required driv-
24 ing, written, and physical examinations have been successfully com-
25 pleted. A license issued under this subsection expires on September 1
26 of the year following issuance. Application for renewal may be made
27 by submitting to the department the results of a current physical
28 examination and paying the required fee.

29 * Sec. 3. AS 28.15 is amended by adding a new section to read:

1 Sec. 28.15.046. LICENSING OF SCHOOL BUS DRIVERS. (a) In addi-
2 tion to the requirements of AS 28.15.041(a), a person may not drive a
3 school bus transporting school children, or a bus transporting school-
4 age children until the person has applied for and has been issued a
5 license for that purpose under this section.

6 (b) The department may not issue a license under this section
7 unless the applicant

8 (1) is at least 19 years of age;

9 (2) has had a license to operate a motor vehicle at least
10 one year before the date of application;

11 (3) has successfully completed all required driving, writ-
12 ten, and physical examinations;

13 (4) has submitted information sufficient to complete a
14 background check consisting of a fingerprint check of national crimi-
15 nal records and state criminal records of the state or states in which
16 the applicant has resided for the past two years;

17 (5) has completed a state approved school bus driver train-
18 ing course established under AS 14.07.020(a)(14) or has for the previ-
19 ous two years been licensed by the state to operate a school bus.

20 (c) The department may not issue a license under this section to
21 an applicant who has been convicted of any of the following offenses
22 within 20 years of the time of application:

23 (1) sexual abuse of a minor in any degree (AS 11.41.434 -
24 11.41.440);

25 (2) sexual assault in any degree (AS 11.41.410 or 11.41.-
26 420);

27 (3) incest (AS 11.41.450);

28 (4) unlawful exploitation of a minor (AS 11.41.455);

29 (5) contributing to the delinquency of a minor (AS 11.51.-

1 130);

2 (6) a felony involving possession of a controlled or imita-
3 tion controlled substance (AS 11.71 or AS 11.73);

4 (7) a felony or misdemeanor involving distribution of a
5 controlled or imitation controlled substance (AS 11.71 or AS 11.73);

6 (8) promoting prostitution in the first or second degree
7 (AS 11.66.110 or 11.66.120).

8 (d) The department may not issue a license to an applicant who
9 has been convicted of driving while intoxicated (AS 28.30.030) within
10 two years of the time of application or to an applicant who has two or
11 more convictions for driving while intoxicated within ¹⁰20 years of the
12 time of application.

13 (e) For purposes of determining whether an applicant has been
14 convicted of an offense listed under (c) or (d) of this section, a
15 conviction under prior state law or in another jurisdiction of an
16 offense having elements substantially similar to those of the offenses
17 listed in (c) or (d) of this section is considered a conviction.

18 (f) Costs of conducting the background check required under
19 (b)(4) ^{delete} and (5) of this section shall be paid by the applicant. A
20 license issued under this section expires on September 1 of the year
21 following issuance. Application for renewal may be made by submitting
22 to the department the results of a current physical examination and
23 paying the required fee.

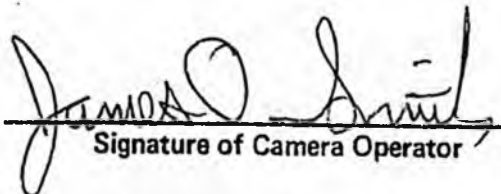
24 * Sec. 4. This Act takes effect September 1, 1987.
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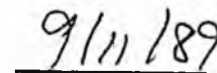


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Date

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STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : HB 436
 Title : An Act requiring a properly
 equipped and staffed caboose
 on certain trains.
 Sponsor : Cato
 Requestor : _____
 Date of Request : 2/14/86

FISCAL DETAIL

Agency Affected : _____
 BRU : _____

 Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-
CAPITAL						
REVENUE						

FUNDING : (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS :

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

Prepared by : Representative Katie Hurley
 Division : House State Affairs Committee
 Approved by ^{Chair} Katie Hurley
 Agency : House State Affairs Committee

Phone : 465-4963
 Date : 2/14/86
 Date : 2/14/86

Distribution (by Agency preparing fiscal note) :

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

ALASKA RAILROAD CORPORATION



Pouch 7-2111 • Anchorage, Alaska 99510-7069

February 14, 1986

Honorable Katherine T. Hurley
Chairman
House State Affairs Committee
P.O. Box V
Juneau, AK 99811

Dear Representative Hurley:

Re: House Bill 436
An Act Requiring an Equipped and
Staffed Caboose on Trains

Thank you for this opportunity to present comments upon House Bill 436. This legislation would require the Alaska Railroad Corporation (ARRC) to place or retain staffed cabooses on nearly all railroad freight trains. The bill is supported by the United Transportation Union (UTU), a labor union representing ARRC train and enginemen.

ARRC is opposed to the bill for a number of legal, financial, and policy reasons.

We are pleased to present the enclosed position paper.

Sincerely yours,

Larry E. Wood
Chief Counsel

LEW/mst3366m
021386a

cc: Members of the ARRC Board of Directors
F. G. Turpin, President and Chief Executive Officer

**HB 436: An Act Requiring an Equipped
and Staffed Caboose on Trains**

Caboose date to the 1930's and the infancy of railroading. Before the adoption of air brakes late in the 19th century, brakemen raced across the tops of cars from the caboose to apply hand brakes when the engineer's whistle sounded. Later, the caboose served as a traveling office for the conductor. From bay windows or raised cupolas, trains could be watched for overheated axle bearings, dragging equipment, or other malfunctions. The entire crew often ate and slept in the caboose at terminals away from home.

But, today, cabooses are less necessary. Conductors no longer contend with so much paperwork. Few crews bed down for the night in cabooses anymore. New technologies build bearings which rarely overheat, and those which do can be detected by automatic scanners which have been installed on some "outside" railroads.

Perhaps foremost among ARRC concerns is that bill proponents seek to legislatively restrain innovations in Alaska Railroad railroad operations which may increasingly replace old technologies with new ones.

This is not a safety issue. The corporation has already been directed by the Legislature to provide for safe railroad operations. These operations are also overseen by a myriad of Federal Railway Administration (FRA) regulations and occupational and safety code provisions designed to protect the traveling public, railbelt communities, and railroad employees. Rather, the ability of railroad managers to determine the need for cabooses on particular trains (based primarily on equipment configurations and work assignments) has been targeted to legislatively curb a national trend toward train crew reductions. If technological changes in equipment and monitoring devices will safely replace aging cabooses and promote more efficient and successful rail operations, UTU represented employees ironically jeopardize ARRC viability in an increasingly competitive freight market. They propose that railroad superintendents who eliminate cabooses from freight trains be punished and assessed large fines.

As a practical matter, little controversy involving cabooseless trains presently exists at the Alaska Railroad because very few are now dispatched. Since cabooses are not typically coupled to passenger trains, only one ARRC train, the Arctic F.O.X., can be described as a cabooseless freight train which exceeds 1,000 feet in length and, therefore, becomes immediately impacted by this legislation. However, careful review of the criteria used by ARRC managers to determine that a caboose was unnecessary upon the F.O.X. but required upon the O.W.L., another ARRC freight innovation, illustrates the need for flexibility and discretion in this decision making process.

The Arctic F.O.X. (Freight Overnight Express) is a short, fast and near-daily intermodal train which carries T.O.F.C./C.O.F.C. (trailer on flat car, container on flat car) traffic between Anchorage and Fairbanks. The train represents a growing trend among U.S. railroads to attract particularly shippers of truck trailers by offering convenient and efficient movements between commerce centers. Although only 10-15 articulated flat cars are typically assigned to the F.O.X., the length of the train, approximately 1,650-2,500 feet without its engine consist, would trigger a caboos assignment if HB 436 were enacted. However, train length is only one criteria in determining the usefulness of caboos service on any particular train.

Comparatively short train length, new rail equipment, few power units, and the absence of tank equipment and intermediate stops justify a reduced operating work force of two persons on the F.O.X. without an attached caboos. An innovative rear-end device attached to the last flat car signals a warning light to prevent collisions and sends important messages to the engineer including air brake pressure and train movement. "Roll by" inspections at different locations double-check for problems.

On the other hand, ARRC yardmasters routinely assign cabooses to other trains with different train consists (configurations) and work assignments.

For example, initiation of another recent ARRC service, the O.W.L. (Oil Worker Limited), does call for use of cabooses. Designed to offer one day unit train service to petroleum shippers in Anchorage and Fairbanks, the O.W.L. relies upon use of older, heavier tank cars to carry liquid products. Crew changes at Healy and other stops also indicate the need for intermediate and additional switching. The shipment of fluid and combustible pollutants warrants added surveillance to help detect freight losses en route.

Cabooses on trains such as the O.W.L. will be needed until new technologies such as wayside detectors and surveillance cameras are available, installed and tested to help reveal hot journal boxes, dragging equipment, and shifted loads. Evidently, UTU would desire legislative action be taken before such technologies become a reality in Alaska.

Interestingly, the absence of cabooses on the Arctic F.O.X. has not meant the loss of jobs for UTU members. Since the service was new, ARRC added three full-time crews and six positions.

But, UTU's Alaska chapter does not fight alone in protecting the caboos tradition. Most of the nation's biggest railroads have dropped cabooses from roughly one-fourth of their long distance freight trains.

UTU members rebelled at the notion of losing cabooses and referred the matter to bargaining in 1982. On almost every railroad, attempts to reach agreement failed. Arbitrators were brought in to make binding decisions. In each instance, the railroads won.

Yet, agreement was finally reached between the UTU and national railroads and procedures were adopted for eventual elimination of cabooses. The agreement provided that the railroads no longer have to purchase new cabooses or refurbish existing cabooses. Once its useful life has ended, a caboose need not be replaced. A more recent 1985 agreement has sped elimination of cabooses. Evidently frustrated with results at the bargaining and arbitration tables, UTU has repeatedly pressed its case before legislatures.

The union has recently tried and failed in some 25 states to implement a caboose law; only four states currently require a caboose on freight trains.

In 1984, the National Railway Labor Conference compiled a report covering rail freight accidents. Their analysis determined that there was no difference from a safety standpoint whether a train was operated with or without a caboose. The accident frequency rate per million train miles for trains with cabooses was 5.29 while the frequency rate per million train miles for cabooseless operations was 5.00.

A review of the past five years of the Alaska Railroad's derailments reveals that there were five derailments noted by crew members in a caboose while there were 25 derailments that were not noted by the caboose crew.

On several occasions instances of derailed cars have been dragged from one-half mile to over 7,000 feet and were not noticed by train crew members in the caboose. Several derailments also occurred when derailed cars were just ahead of the caboose. The derailments were not noticed by crew members in the caboose until the train went into emergency brake application. Although there have been instances where shifted loads were noticed by crew members in the caboose and action taken to stop the train, there were an equal number of shifted loads which were not noticed and no action taken by crew members in the caboose.

Over the past five years, there were seven personal injuries or incidents that occurred on the Alaska Railroad while crew members were either attempting to get off or on the caboose or while riding in it. As for crew comfort, cabooses can be hot in summer, cold in winter, and noisy. They are little more than insulated steel boxes. Worst of all, "slack action" poses a serious hazard to caboose riders. A foot or so of slack exists between each coupled freight car. As freight trains go up and down hills, the slack runs in and out, sometimes violently. Trainmen have suffered cracked ribs and torn cartilage from being tossed about. As a matter of interest, ARRC has been operating the cabooseless Arctic F.O.X. since May 1985 without derailments or serious incidents.

Although notice of today's hearing was received too late to prepare a carefully researched fiscal note, some indication of the financial impact of HB 436 can be roughly projected.

A new caboose costs approximately \$90,000. ARRC's 22 cabooses have approximately 5-6 years of additional useful life. Cabooses were last purchased or refurbished in 1976. Although it may be difficult to forecast what technology will safely permit in five years, if all cabooses were required to be replaced, the cost would greatly exceed \$2,000,000 with inflation. Since some cabooses would presumably be refurbished, the cost may be less. In addition, the Burlington Northern Railroad has estimated that it spends \$36,500 per year or 65-85¢ per mile to maintain each caboose. The company states that adding or removing a caboose at a terminal costs an additional \$25-30. One estimate indicates that removing cabooses on American railroads would save \$40,000,000 in maintenance costs alone.

If actual circumstances permitted elimination of just half of ARRC cabooses by 1991, but cabooses were nonetheless legally required, just over \$1,000,000 should be anticipated in purchase or rebuilding costs (adjusted for inflation) and an additional \$450,000 in annual maintenance and operating expenses. This does not take into account losses for otherwise earlier and larger caboose retirements.

If a caboose is required, another trainman must be added to the Arctic F.O.X. and retained on what otherwise would be two-man crews. The average salary calculated in December 1985 for year-round UTU represented employees came to approximately \$64,000. With benefits, such personnel costs average \$80,000. Adding three additional men to three F.O.X. crews totals an annual \$240,000 for a single train operation. As technologies permit other two-man train operations, similar expenses must be projected.

Finally, ARRC believes HB 436, if enacted, would violate federal law and an important state commitment accepted by Alaska with transfer of the railroad into state ownership.

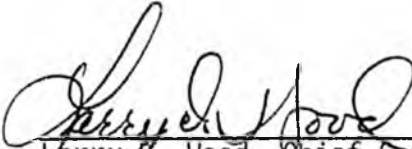
The federal Alaska Railroad Transfer Act provides:

The operation of trains by the State-owned railroad shall not be subject to the requirement of any State or local law which specifies the minimum number of crew members which must be employed in connection with the operation of such trains.

45 U.S.C. § 1207(a)(4). A staffed caboose law will require that a train crew operate with no less than three persons; a conductor presumably in the caboose, an engineer, and a brakeman riding "head end" to perform switching and flagging duties. Present operating rules require two persons in the controlling engine unit. Consequently, a third individual would be needed for a required caboose. The law most certainly would require no less than two crew members. Consequently, the legislation promises confrontation with federal law.

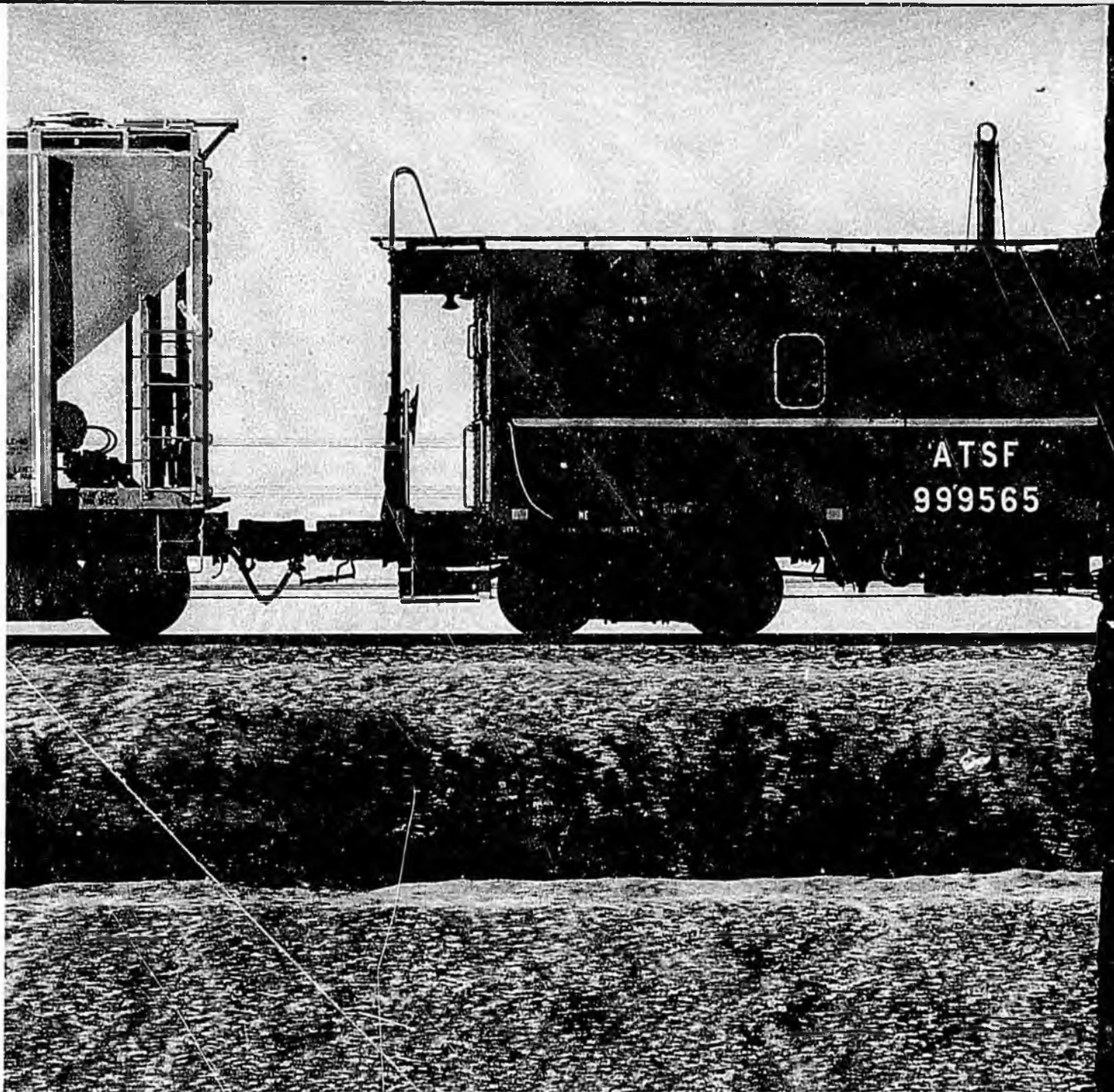
Directed to function as a "viable economic entity" and prudently, according to sound business management practices, ARRC must continue to carefully examine, and implement where appropriate, those technical innovations which can safely and successfully improve the viability of its operations. Inroads such as those proposed by HB 436 into its discretion to wisely conduct railroad operations seriously detracts from ARRC's ability to preserve and promote a healthy Alaska railroad to serve the transportation needs of Alaskans.

For these reasons, we urge that this proposal be rejected.


Larry D. Wood, Chief Counsel

Date: 2/14/86





Santa Fe caboose rolls out of Barstow yard on run to Los Angeles, with conductor sitting in its cupola.

By Donald Dale Jackson

Cabooses may be rolling toward the end of the line

A conductor's 'crummy' was his castle, but soon, replaced by computerized sensors, it will be a home for rail, oading memories



Officially known as the Atchison, Topeka and Santa Fe, the line seeks to drop cabooses from all its runs.

Tom Cooke was a 21-year-old flagman for the Pennsylvania Railroad when he presented himself for duty one day in 1941 to a crusty old freight conductor at his caboose in the South Philadelphia train yard. "They told me that I'd recognize his caboose—we called 'em cabin cars on the Pennsy—by the curtains. Curtains! I found him, Roy Thompson was his name, and told him that I was his new flagman. He looked me over and said, 'Wipe your feet and come in.'

"I can still remember what it looked like inside. He had a linoleum tabletop and a coal box with copper sheathing on it and a rack on the wall for the

Smithsonian March 1986



An early caboose, on the New York, Ontario & Western Railroad, appeared on picture postcards in the 1890s.

coffeepot, all shiny copper. There was a carpet on the platform and screen doors and, yep, curtains. I've worked in some clean gigs but never like that. I couldn't get over it. He saw me gawkin' and said 'What are you looking at?' He said, 'I hope you have a home, because this is my home and I keep it clean. If you ride with me you do, too. Now have some coffee, but wash your cup when you're through.' "

George Washington Ballard has an equally vivid recollection of a trip he made as a brakeman on a Frisco Line freight between Ada, Oklahoma, and Sherman, Texas, in the 1920s. "Three of us were on the floor of the crummy, the caboose, shooting craps for a nickel a roll. We had the oil lanterns on the floor so we could see the dice as it was nighttime, and we were making a long uphill climb, going slow.

"All at once the whole caboose lights up and a whistle screeches. My heart went right to my boots. It was another train coming up behind us, but the engineer knew what we were doin' and he waited till he was right next to us to turn on the light and blast that whistle. He wanted to scare us. I thought I'd met my maker, it was the worst scare I ever had. When trainmen jump off a train they say they're 'joining the birds.' We were all ready to join the birds."

Caboose, cabin car, crummy, way car, van, ape cage, throne room, hack, buggy, the office, shanty, monkey house, bedbug haven—American railroaders have known the last car on a freight train by all these names and more. To the men who worked the back end of the train, conductors and brakemen and flagmen, a caboose was often an ever-so-humble home. Until the 1950s and early '60s train crews usually ate and slept in their cabooses when laying over at the far end of their runs. Caboose furnishings were and are bare-bones plain: a desk where the conductor does his paperwork,

Color photographs by Terrence Moore



New Haven caboose doubled as dining car for the crew, whose culinary arts competed with smell of coal.



Turn-of-the-century caboose was home on wheels for trainmen on the Southern Pacific's Tucson division.

a stove, an ice box and table, lockers, a toilet, benches that convert to hunks, and padded seats in the raised and windowed cupola where crewmen watch the box-cars for signs of trouble and return the waving of envious small boys ("You wave back so they won't throw rocks at you," a brakeman says).

I want to confess right now: I'm a sucker for cabooses. Something about them has always captivated me, ever since I was one of the kids waving eagerly beside the Southern Pacific tracks two blocks from my boyhood home in California. Maybe it's their toylike quality or their look of fragility and vulnerability, especially in contrast to the snorting beast at the front of the train. To a child, a caboose looks like a playhouse on wheels complete with porch and stovepipe and lookout tower.

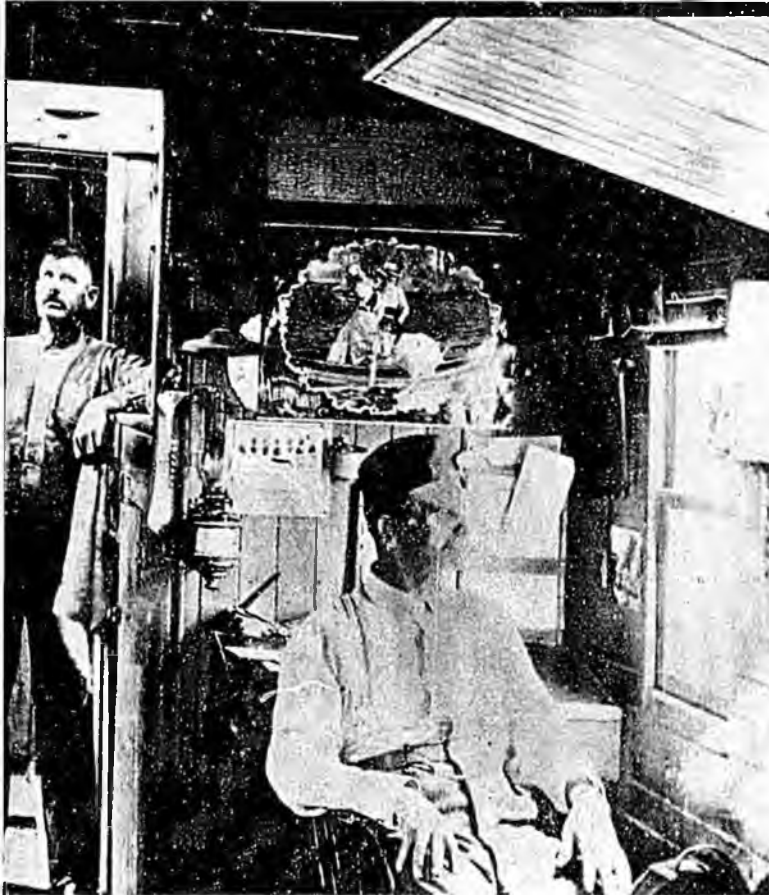
But there is also a reassuring humanity about cabooses. They're made for people, not oil tanks or refrigerated containers, and they are cut to a human scale. Men in no particular hurry—unlike travelers on passenger trains—peer out from the cupola or slouch on the back platform. Cabooses look lived-in, inviting, somehow personal. They also look anachronistic and out of step with the times—doomed, probably, but quietly holding on as if hoping that no one notices. When I finally rode one a few months ago I was struck by how few visible signs of the 20th century I found within: a radio-telephone hanging from a looped string, a chemical toilet, and a small generator-pow-

ered refrigerator. Otherwise it could have been 1889.

My ride in Santa Fe caboose 999451 began in Los Angeles and ended six hours later in Barstow on the Mojave Desert. A narrow aisle divided the green-walled caboose, with a stove and padded benches on one side and lockers, a small desk and more benches on the other. The cupola, which spanned both sides of the aisle in the rear of the crummy, contained two venerable chairs elevated about six feet from the floor. The train, a little more than a mile long, clacked and clattered with a rhythm that felt Latin American to me—*one and two and three, click, one-two-three, la conga!* Rear brakeman John Ayre sat in one of the cupola seats and eyeballed the 67-car freight. Most of the goods aboard were being transhipped, he explained; they were Asian imports destined for South America or Africa by way of Texas.

Northeast of San Bernardino we began a long, slow uphill pull to Cajon Pass in the San Bernardino Mountains. Even with five diesel engines grunting on the front end our speed was barely more than ten miles per hour. Two teenage boys running beside the tracks drew abreast of us and then pulled in front before giving up. Construction workers raised their hands in desultory waves. "There's a bar up here where people some-

Donald Dale Jackson is a frequent contributor to SMITHSONIAN. He last wrote on attempts to save primates from extinction, in the December 1985 issue.



For a Christmas Eve run in this New Haven caboose, the brakeman and conductor brought their tree along.

times come out and throw rocks at us," Ayre said. "A little farther on there's a nudist camp. Be alert." When we passed a freight going the other way, Ayre climbed down and examined the cars on the other train from the rear platform; railroaders call this "rolling the train by." He and the brakeman on the other train exchanged "highball" signals that all was well. The nudist camp turned out to be disappointingly deserted.

When another freight passed, Ayre pointed out that it was commanded by the railroad's senior freight conductor. "He's called 'Peaches,'" Ayre said. "The story is that he used to stop his train to pick peaches." Having crested the pass, we were now rattling along at good speed. "Hold on! We're gonna get some slack," conductor Lloyd Adams shouted. A few seconds later the caboose suddenly lurched when the engineer applied the brakes. As we rolled slowly through the yard at Victorville, a hobo appeared at the door of a parked boxcar and stared at us with bleary eyes. "We don't see those boys much anymore," Ayre remarked.

For a while our route paralleled the feeble trickle of the dry-season Mojave River, and then we were in Barstow and the trip was over. As we pulled into the freight yard we saw a long line of about 40 cabooses, painted the conventional, no-nonsense red, parked on a siding. The Santa Fe was storing them pending a decision on their future. They looked like a row of dignified, down-at-the-heels dowagers patiently awaiting their fate. "That's probably where they'll die,"

Ayre said, casting a nostalgic eye across the tracks.

Cabooses began their career on American rails with characteristic humility, surfacing originally at a time and place since lost in the smoke of history as either converted boxcars or shanties built atop flatcars to shelter the crew. It was probably in the mid-19th century because by 1889 the caboose was known well enough to be named in a lawsuit brought by a railroader in New York for injuries suffered in a "caboose car"—one entry in what would eventually become a century-long chronicle of caboose casualties.

Chicago & North Western conductor T. B. Watson claimed credit for the idea of the cupola. Watson said he was touched by inspiration when he was assigned to a car with a hole in its roof on a run through Iowa in 1863. Watson amused himself by sitting atop a pile of boxes and eyeballing the train and the landscape while protruding from the roof, an experience so gratifying that he persuaded a C&NW mechanic to add cupolas to the cabooses then being built. Cupolas have remained popular with trainmen ever since, though some lines later switched to bay-window viewing posts on the sides of the cabooses.

By the late 19th century the caboose had unceremoniously evolved into the freight train's nerve center. It was the command post and office for the conductor, who kept track of the documents for each freight car in his train and who bossed the train despite the sometimes ornery objections of the higher-



Retired B&O Railroad conductors John Dove (left), John Bragg, visit Ohio train yard where they worked. George Ballard (at right), now 81, finds cabooses in a museum; he worked as Santa Fe conductor for 27 years.



paid engineer or "hoghead." The rear brakeman sailed forth from the caboose to scramble across the tops of boxcars to set handbrakes. Crewmen watched over the train from the cupola for overheated axle bearings—"hotboxes"—that could cause a derailment. The flagman moved down the tracks behind the freight to signal following trains during unscheduled stops. Supplies were stored in the caboose, meals cooked and consumed there, card games played when the coast was clear and a flask sometimes cracked open and shared in defiance of the railroads' uncompromising "Rule G." The engine got most of the attention, but the "little red caboose," which was also brown, green, blue or yellow, was where the action was.

The changes came gradually, at first. The two-axle, four-wheel cabooses grew two more axles and four more wheels. Handbrakes were replaced by air brakes, link-and-pin couplings were replaced by less hazardous "knuckle" couplers. The velocity of change increased after World War II, when retired railroadmen now in their 60s and 70s were just hitting their professional stride. Steam engines phased out and diesels came in. Wooden cabooses gave way to steel models. Automatically activated signals all but eliminated the need for flagging. Radio-telephones appeared in cabooses, permitting direct front-to-rear communication. The hardest change for rear-end railroaders to accept was the abolition of individually assigned cabooses. Beginning in the 1950s, the railroads shifted to "pool" cabooses

shared by dozens of crews. Roy Thompson of the Pennsy could no longer decorate his cabin car as he wished because it was no longer his alone. Individuality disappeared and sometimes pride did, too.

Cabooses edged closer to extinction in recent years as technology chipped away at their role. Computers took over the conductor's record-keeping work. An electronic "end-of-train device" now monitors brake pressure, which was traditionally one of the rear brakeman's jobs. Trackside scanners, installed at intervals on many lines, can now detect overheated axle bearings, and report the problem to the engineer—in a computerized, sometimes female, voice.

The Florida East Coast Railway uncoupled its cabooses for good in 1972. Ten years later an agreement between railroads and the United Transportation Union sanctioned the elimination of cabooses from about one-fourth of all through-freights plus most local trains. The surplus crummies were rolled onto storage tracks around the country. The caboose became an endangered species.

The railroads, citing their obsolescence as well as savings in costs, want to derail all cabooses permanently. "From an economic and safety standpoint," Santa Fe executive Homer C. Henry says, "they're museum pieces. They've outlived their usefulness." The union contends that they are still needed for safety, that caboose-mounted crewmen can spot derailments and grade-crossing accidents that would other-

wise be missed. "One big accident might save them," says a retired union official. "Then everyone would realize we need them." Four states have laws that require cabooses on trains within their borders. Many more states have rejected such legislation.

Disagreement will no doubt persist, and so will cabooses, at least for a while. But they are clearly approaching the end of the line. Grave dust is gathering on cupola windows. Cabooses will ultimately survive, but as boutiques and motel rooms and museum exhibits, not as train cars.

I had a chance not long ago to talk to a number of retired railroadmen who spent their working lives on the hind end of freight trains. Many of them still live in junction towns and small cities not far from the sprawling rail yards that beckoned them as youngsters. Not surprisingly, these men unanimously opposed the elimination of cabooses—"You can't replace the human element" was a recurrent refrain. Cabooses were part of their professional identity.

But what surprised me was their absence of anger or bitterness. For the most part these were men who enjoyed going to work each day. Railroading was lively, variable enough to be interesting, the hours were refreshingly irregular, the pay was good, the fellowship was bracing. "I'd be there yet if they'd let me," 71-year-old John E. Bragg of the Baltimore & Ohio told me. "Hell, they had to drag me off."

They talked about the hardships and pain of rear-end railroading and of its singular pleasures, the spasms of fear and disaster along with the quiet satis-

factions. When they spoke of the cabooses where they lived and worked they seemed to be reminiscing about old, slightly eccentric but lovable friends.

Many conductors found ways to stamp their caboose as their own. "On the New York Central we each had our own marker on the roof," Dennis Morgan recalls. Morgan was a conductor on the Syracuse-Buffalo run. "We made them out of wood or metal, they were like brands. Mine was a T; I put it on the end of the cupola. Others had triangles or crosses, one guy had a lantern made from sheet metal. You always knew who was going by." John Bragg painted the inside of his caboose green and yellow. "You bought your own paint and you kept that number on the outside clean. When they saw that shiny number 1963 they knew it was me."

The most popular nickname for cabooses among railroaders was "crummy," and Ed Beaver of the Reading Line says that the word often fit. "They were uncomfortable, dirty and smelly—they smelled of kerosene smoke and coal. There was dirt in the paneling and the cushions, and cigarettes on the floor. We had one-hole toilets when I hired on, you'd go right on the tracks. In the summer it could get to 115 degrees inside and you might sit on a siding for an hour in that steel box, and in the winter the back end of the caboose never got any heat. You'd put all your clothes on to sleep and lots of times you'd still sit up all night."

Good food, however, could make up for a plentitude of grime. Though the standard fare prepared on the coal (later oil or electric) stoves ran to redundant beans and stew, the exceptions were sometimes memo-



Jack Beaty (left) hangs on to red, white railroad lamps he used in his days as conductor on Western Pacific. Ed Beaver, with homemade model railroad platform, holds miniature of his old Reading Line caboose.

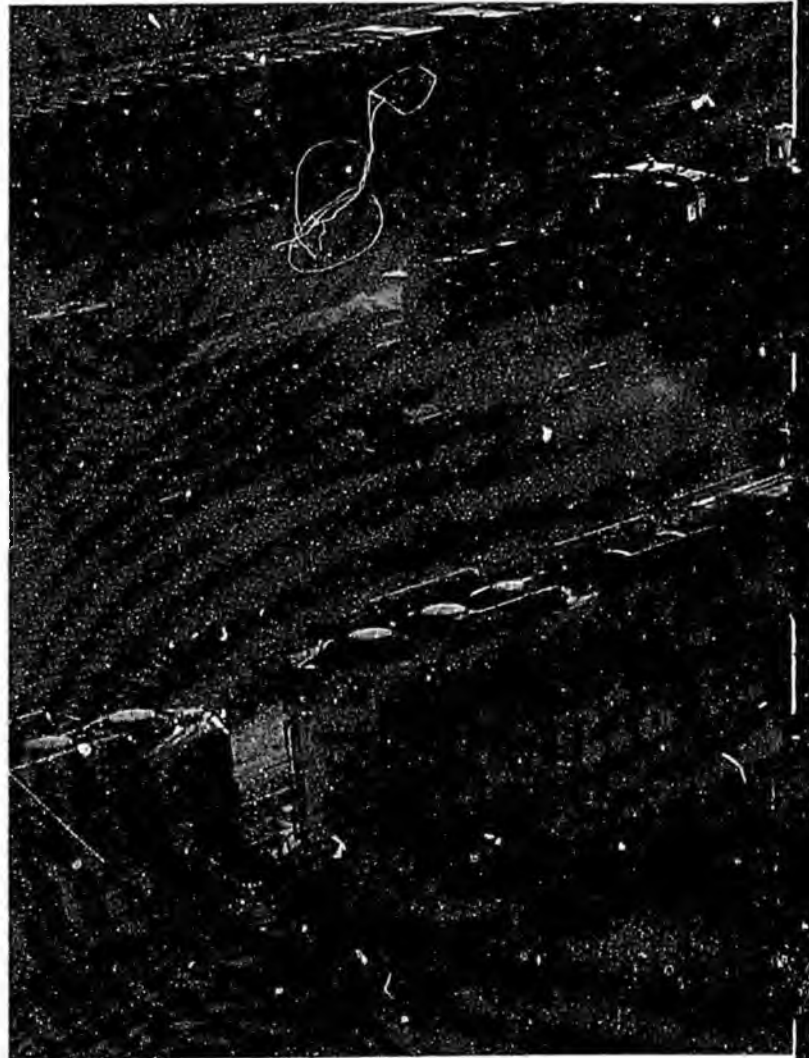
For cabooses, the end of the line

rable. Bob Gill, who worked the Pittsburgh division of the Pennsylvania, loved to cook. "I'd make pan-broiled beef and roasts cooked in foil on top of the stove," he recalls, "and pancakes for breakfast. I'd take a shopping bag with me with pans and paper plates and condiments. I called it my commissary.

"One New Year's Eve I was going east from Pittsburgh and I wanted to make something special, so I fried oysters and fish fillets in butter, wrapped in foil. Oh, it was delicious! I guess I can tell you—they can't get me now—that we had a little bottle of champagne, too. It was really just the idea of it because for the conductor and me—we both liked a drink—that was just a drop in the bucket."

Jack Beaty, whose regular run on the Western Pacific in California included the dramatic Feather River Canyon in the Sierras, remembers a caboose breakfast that was nearly undone by mountain railroading. "We were chugging up to the pass and the brakeman whipped up a cheese omelet. Well, there was a rockslide on the track and the engineer went onto the 'big hole' (applied the emergency brakes). That omelet jumped out of the pan onto the floor, which we hadn't cleaned in a while. The brakeman looked down and said, 'I'm hungry enough I'm going to dust it off and eat my share.' The conductor thought a second and then he did too. I was flaggin'. I said I'd go along with my conductor and I ate the rest."

The confined, utilitarian caboose offered few opportunities for diversion, but dogged funseekers made the best of it. Dan Reilly of the Santa Fe specialized in practical jokes and nicknames. "When we were on a siding once I lit a fire under the bunk where my brakem' partner Jelly Belly Osborne was sleeping. I did this only to observe, you understand. I observed that he became quite agitated. Another time I wrapped a dead snake around a switch handle I knew he'd pull."



As Santa Fe engine pulls into Barstow train yard, rows of red cabooses stand parked on the sidings.

Reilly favored physically-descriptive nicknames. "Chromedome Rourke was lacking in hair, Paddlefoot Irwin had huge feet and Toad Carlock was short and fat. We called one guy Ratface Walker, and there was Mad Anthony McNamara and Tippy Toe Jenkins. A guy with part of his foot cut off was called Halfstep. They called me Depot Dan or the Deacon because I'd sometimes wear a derby and a swallowtail coat and white gloves on the switch job, just for the fun of it."

Women on cabooses were a no-no, even when trainmen were off duty and overnighing in a foreign yard, but they were not a never-never. George Ballard, a brakeman who worked for the Frisco Line in the Midwest and later for the Santa Fe in California and Colorado, remembers a conductor who periodically evicted him from their parked caboose when his lady friend was visiting. And Bob Gill of the Pennsy tells of one train crew that invariably needed 14 hours to complete a ten-hour run. On investigation it turned out that they were parking on a siding and passing the extra time heterosexually. "Personally," Gill adds thought-



They are stored here pending a decision on their fate—"probably where they'll die," a trainman says.

fully, "I never found a caboose a very romantic place to entertain."

There were other occasions when the demands of the job forced a man to abandon the cozy sanctuary of the caboose without knowing when he would return. A blizzard, for example, could back up rail traffic and make a flagman long for the crummy's scant comforts. "I was flagging on a freight out of Piedmont, Ohio, one stormy night w' en there were two trains stopped ahead of us," John Bragg recalls. Bragg worked on the Akron division of the Baltimore & Ohio. "There was a passenger train about an hour behind us and I had to stop it. The snowflakes were like half dollars. I had to mush through belly-high snow for more than a mile. Had to lean into it to make any progress.

"I found some coal and timbers and made a bonfire. I didn't have any food or water but I ate snow. I was out there more than 17 hours, from 8:30 at night till 2 the next afternoon. I was protecting my train, you know. That passenger train never did come, it was snowed in up the line. The yard engineer told me later

that they'd come lookin' for me but not far enough, so they gave me up as froze to death."

Relations between the front and rear of the train, between the glamorous engineer at the controls and the invisible conductor-commander in the caboose, were often as bumpy and jarring as an old railbed. "There was always a rivalry between engine crews and caboose crews," John Dove of the Baltimore & Ohio acknowledges. "You were natural antagonists. The engineer thinks, 'I work my butt off and he's sitting back there taking his ease,' and the conductor says, 'I'm out in 20-degree weather and he's up in the warm engine.'" Conductors enjoyed pointing out that a "hog-head" could not move his \$300,000 locomotive until a conductor waved his \$2.35 lantern.

"A good engineer kept you alive"

Tom Cooke of the Pennsylvania's Wilkes-Barre division recalls that the touchiness and tension sometimes extended to the railroaders' wives. "There was a pecking order among the women," he says. "A passenger-engineer's wife was tops, then a passenger conductor and trainman, then a freight engineer and conductor with firemen and freight brakemen at the bottom. We called the engineer 'The Big E,' and sometimes they wouldn't mingle with us; they stayed at the other end of the bar. But I got along with lots of them, too. A good engineer kept you alive."

The men in the caboose felt a genuine affection for some of the people and places along their runs; they preferred to highball past other locales as fast as possible. "There were people who always waved, or at night they'd flick a porch light on or wave a lantern in the barnyard," John Bragg remembers. "I believe that's gone now. We'd look for that, look forward to it. We never knew them, but we'd give them names like Mabel and Harry. It was just a friendly gesture. If you didn't see them you'd wonder what happened. You'd see the kids every year and watch them grow up." In the steam days, trainmen sometimes shoved coal overboard in poor neighborhoods. Dennis Morgan of the New York Central can close his eyes and see the kids he used to throw hard candy to in upstate New York.

Missiles often flew the other way as well—caboose could be a temptingly slow-moving target—and sometimes they connected. "I was on the back platform in Wilkes-Barre once and a rock the size of a golf ball hit me between the eyes," says Tom Cooke. "I saw a flash of light and for a second I thought I was electrocuted. It knocked me into the back door. I was mean for a while after that. A kid hit me with a potato and I stopped the train and chased him with a brake club for a half mile. Lucky I didn't catch him."

Almost every old railroader remembers at least one town where caboose crewmen flattened themselves against the wall away from doors and windows. Sometimes trackside desperados went to diabolical lengths. A cement block lowered on a rope from an overpass smashed a window on Bob Gill's buddy's train in Altoona, Pennsylvania. Dennis Morgan's freight had to halt in Buffalo several times to clear away junked refrigerators and washing machines piled on the tracks.

Every caboose jockey I met professed tolerance for the hoboes who often shared their trains. "I'd give them four bits and some tobacco and let them get off before we got to a town," Jack Beaty of the Western Pacific says. "They just wanted to get somewhere. I'd see them when we'd lay over in Oroville and they'd have a bottle or groceries. Sometimes they'd spot a hot-box when we were on the road." Still it could be unsettling, as Clyde Randall of the Southern Pacific discovered, to encounter them in carload lots. "We'd go close to the Mexican border, and illegals would jump on and ride to L.A. I got on a gondola car and there were 50 of them. I was wondering if they were going to kill me, but they just opened a path and let me pass. They didn't say a word and neither did I."

On one trip, Ed Beaver of the Reading Line was startled to see the handle turn on the door to the cabin

of one of his train's engines. The engines and caboose were normally off-limits to freeloaders. "I opened the door and there was this guy. I said 'What the hell are you doing?' and he said 'Going to Harrisburg.' I told him 'I didn't see you and I don't plan to see you in Harrisburg.' I didn't." The Santa Fe was hard on non-paying passengers. "They'd tell us to 'clear the train,'" George Ballard remembers, "and I'd go down the line and pretend I didn't see 'em. They didn't bother me. They were supposed to stay out of sight. I told one guy who was sitting on the running board of a tank car to get inside. He told me to go to hell; and when he took a swing at me I believed him. I was obliged to literally kick him off."

Anyone who rode a caboose learned to recognize the telltale hiss that signaled the application of the emergency brakes—"It was a dead, dull hiss," John Bragg says—because when you heard it you grabbed anything in reach. When the slack that accumulated between the cars of a long freight "ran in" it packed a wallop that could hurl a man the length of the caboose. George Ballard saw a friend break his neck that way, and Carl Miller decided to retire from the Southern Pacific about six minutes after suffering his worst slack-induced accident. "I was getting up from the desk and it threw me over the arm of the chair.



At start of his career with Santa Fe, 22-year-old Dan Reilly works on engine's footboard as the engineer backs it up in Antioch, California, yard. At right, almost 50 years later, a retired Reilly holds the red flagging lamp and brake club he used during 40 years of railroading.

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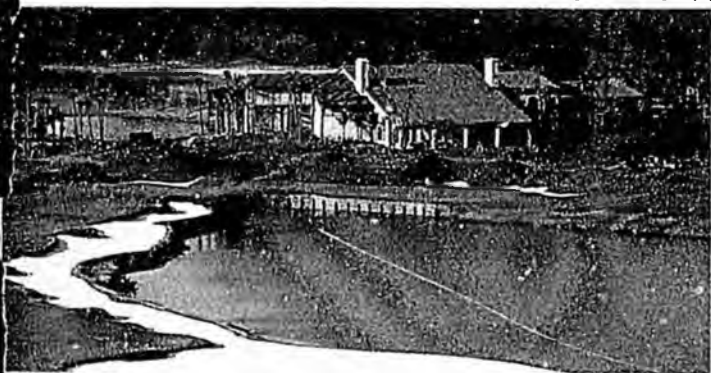
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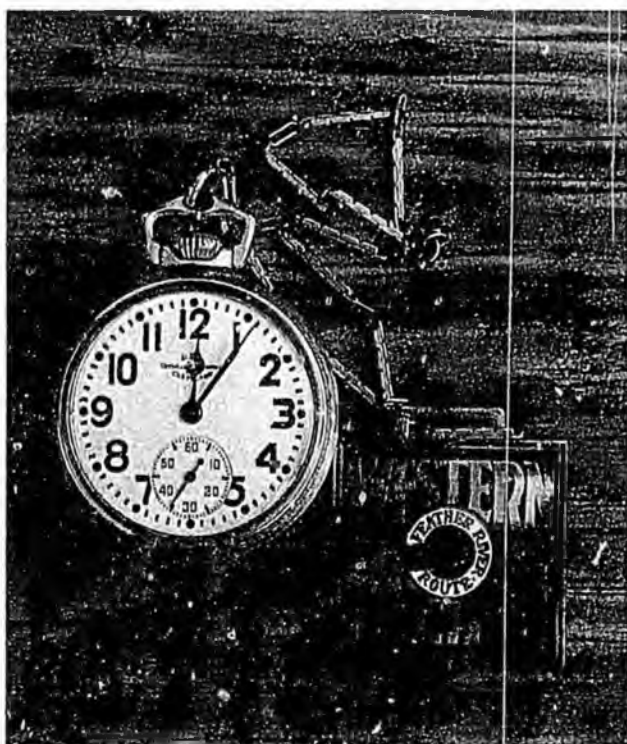


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For cabooses, the end of the line

It felt like I broke several ribs. You hear about famous last trips. Right then I said to hell with it."

But when a train derailed or collided with an automobile there was usually no warning, and the risk of death or serious injury was greater. "My train smacked into a car while going about 40 miles an hour once in Lebanon, Pennsylvania," recalls Ed Beaver. "The slack came clacking in, everything banged together. I was thrown all the way down the caboose and smashed



Jack Beaty's pocket watch, bought in 1949, kept his Western Pacific crew and trains on time for 25 years.

against a steel wall. I came to after a while and stumbled off, then fainted next to a shanty beside the tracks. Turned out I dislodged three vertebrae and I was out nine months." Jack Beaty was a little luckier: "The worst of it is when there's a derailment and you're going too fast to jump. The car just ahead of my caboose derailed one time in the mountains. The conductor and I finally jumped onto the ties and rocks behind us, and he landed on top of me. We both got cut up, but the caboose stayed on the tracks."

The nightmare that rear-end railroaders dreaded most was being pinned between two cars while working on the couplers. Carl Miller witnessed such an accident. "I saw a guy get his body caught in the couplers like a vise. He asked me to get his wife. The pressure must have kept him alive somehow, because as soon as they got the cars apart and pulled him out he collapsed and died."

Despite the hardships and dangers, the men who rode in the caboose look back on their work with pride and affection. They were content with their lot. "I enjoyed it so, I couldn't wait till it was time to go back. I really couldn't," John Bragg declares. "I never had another job and never wanted one." "To me there was nothing like railroading," Carl Miller says. "I was born to it—hell, I never had a train ride until I was six weeks old. To an extent you were your own boss. And no two trips were ever the same, the way that the light on the desert never looks the same."

And there was something more as well, something that makes the extinction of the caboose even harder for these men to accept. It was more than sentiment. It was the conviction that their work was important, that they were doing America's business. Jack Beaty struggled to articulate the unpretentious pride that they all felt: "You could say there's a romance to railroading. It's the feeling that you're handling millions of dollars' worth of equipment going all over the country. It goes like a poem: the freight is shipped from New York, delayed in Chicago, laid out in Winnemucca and due in Oakland. And you have to make the connection so it gets to Oakland. I'd have four men to run all this equipment and I'd think, by God I'm kind of a halfway important person. I don't know how to explain it—your wife is mad at you, the kids are breaking things, but you get out there in the caboose and all that's left behind and you're doing something important and it fits in with the country, you're important to the country, and people respect you and listen to you."

Santa Fe freight rolls over California's 3,800-foot Cajon Pass; cabooses may not make run much longer.





By Dora Jane Hamblin

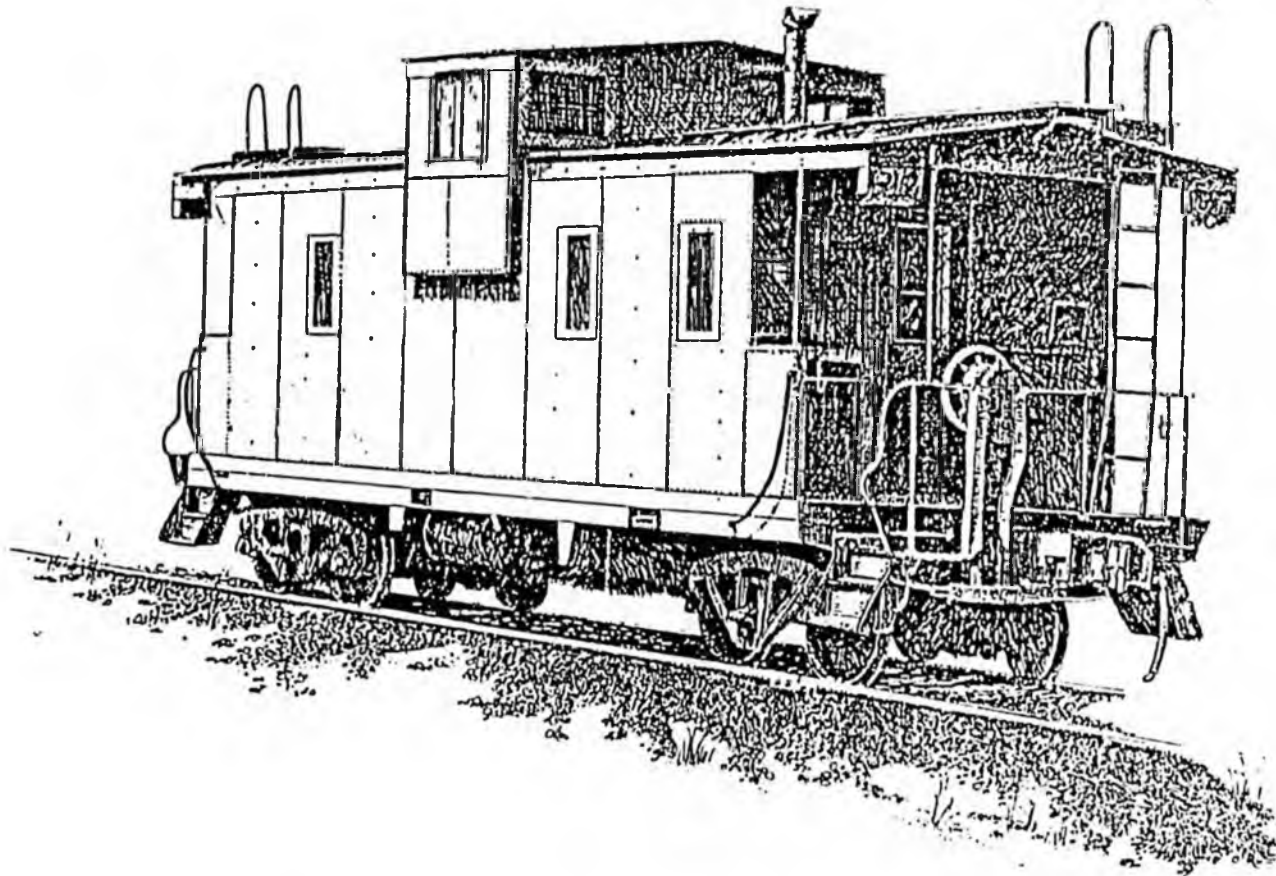
Riches and relics of Ottoman sultans dazzle at Topkapi

*Six centuries of treasure and scores
of legends are contained within the maze
that constitutes Istanbul's famed palace*

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THE ALASKA RAILROAD

CABOOSE ISSUE



HB 436 / SB 313

KATIE HURLEY

ALASKA STATE REPRESENTATIVE

DISTRICT 16-A



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transportation
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Alaska State Legislature



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COMMITTEES
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CHAIRMAN HURLEY AND MEMBERS OF THE HOUSE STATE AFFAIRS COMMITTEE, I AM BETTE CATO, REPRESENTATIVE OF DISTRICT 6 AND WANT TO THANK YOU FOR SCHEDULING HB 436.

THIS BILL WILL PROVIDE FOR A PROPERLY EQUIPPED AND STAFFED CABOOSE ON FREIGHT TRAINS OVER ONE THOUSAND FEET IN LENGTH, WHILE MOVING OVER TRACKS OUTSIDE A YARD OR TERMINAL, EXCEPT FOR TRAINS COMPOSED ONLY OF LOCOMOTIVES OR PASSENGER COACHES.

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MANY MAJOR ACCIDENTS ARE PREVENTED BECAUSE THE OCCUPANTS OF A