ALASKA LEGISLATURE COMMITTEE FILES, 2003-2004 8672
11080 HOUSE TRANSPORTATION

- The public has to see a direct link between a service they want and the revenue measure.
- The public has to feel that the revenue is equitable.

In regard to **equity**, when people pay a tax they want to see a return. It is less likely that a citizen who pays a gas tax will feel good about it if none of the money will be used to maintain nearly half of their road system. According to state figures, **municipalities maintain over 43% of the road system in Alaska.**

The AML Policy supports amending the gas tax bill to include a provision for equitable sharing of gas tax revenues with municipalities based on actual miles of local roads maintained. We will encourage municipalities to work with you to build public support for an increase in the gas tax as a long-range strategy to maintain roads.

Sincerely,

Kevin Ritchie
Executive Director

CC: Representative Beverly Masek
AML Board of Directors
AML Legislative Committee

ALASKA MUNICIPAL LEAGUE
Alaska Conference of Mayors

217 Second Street, Suite 200 • Juneau, Alaska 99801
Tel (907) 586-1325 • Fax (907) 463-5480 • www.akml.org

FAX ALERT

To: Mayor and Assembly/Council
Manager/Administrator, Fire Chief

From: Kevin Ritchie, Executive Director
Date: March 20, 2003

Request for State Gas Tax revenue sharing letters

The Governor has proposed a 12 cent increase in the gas tax for road vehicles (H.B. 156 and S.B. 112). The AML and Conference of Mayors has long supported a long-range fiscal plan and state sharing of gas tax revenues with municipalities.

On average, states **share 31% of gas tax revenues with municipalities**. In Alaska, **cities and boroughs maintain 43% of Alaska's road system, but receive less than 5% of gas tax revenues**.

The **legislature has asked for letters** from municipalities in support of the Governor's gas tax bills with an amendment that would require the state to share gas tax revenues with municipalities through a road revenue sharing program. If [illegible]ved and implemented, the increase in the gas tax and a road revenue sharing program would provide a long-term stable source of revenue sharing for municipalities.

For **talking points** on this issue, **an example letter, and/or more facts** please visit the AML website at www.akml.org and click on GAS TAX or call Kevin or Sarah at 1-877-636-1325. **Please send letters to your legislators and fax copies to AML at 907-463-5480.**

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Equitable Sharing of Gas Tax with Local Taxpayers from Gas Used on Local Roads

- **Taxpayers currently pay twice to maintain their local roads: once at the gas pump** (State doesn't share gas tax for gas used on local roads); **and then again when they pay property taxes.**

- 43.5 % of all roads in Alaska are municipally maintained roads. **43.5 % of gas is consumed on municipal roads**. 43.5% of the gas tax increase should be shared with local taxpayers.

- Most states share gas taxes with municipalities and local taxpayers. It is so logical, fair, and equitable that the average local share among the 50 states is **31%. Alaska is currently next to last among 47 sharing states at 5% of gas tax revenue.**

- A fair gas tax revenue sharing program will be an **incentive for municipalities to accept maintenance of more state roads.**

- Citizens are far more likely to support a gas tax increase if they know a fair share will be returned to the community. **Sharing the gas tax with local taxpayers specifically for road maintenance is the most direct way to gain public trust and acceptance.**

Lane miles maintained by the State Department of Transportation:
(figures provided by DOT 8/12/99)

Central Region Lane Miles	4,669.3 lane miles
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TOTAL Public Roads lane Miles*	10,087.92
TOTAL Ice Road Miles	993.38
TOTAL Municipal Lane Miles	**11,081.3 lane miles**

* DCED maintains records in miles (5,043.96) this was converted to lane miles by multiplying by a factor of 2

Ratio of Municipal and State Lane Miles:

Total State plus Municipal Lane Miles = 25,450.6 Lane Miles

Municipal Lane Miles as a % of all Lane Miles (11,081.3 / 25,450.6) =	**43.5%**
State Lane Miles as a % of all Lane Miles = (14,369.3 / 25,450.6) =	**56.5%**

Recommendation: Statutorily add 30 to 40% of gas tax increase to current municipal road revenue sharing program and enlist municipal leaders to gain public acceptance. (Municipal road revenue sharing is authorized at $2500 per mile, but currently funded at less than $400 per mile of locally maintained road.)

How States Share Gas Taxes - 2001				
State	Miles of Roads (not federal)	Total Gas Tax (in $1000's)	% Shared w/Local Gov't	$ Shared per mile (in $1000's)
Dist. of Col.	1,448	28,688	100%	20
Iowa	113,322	393,436	65%	2
Illinois	138,103	1,214,890	59%	5
Michigan	120,057	1,049,129	57%	5
Indiana	94,038	770,834	55%	5
Kansas	134,598	357,113	55%	1
Washington	73,569	727,154	52%	5
Minnesota	130,319	597,081	51%	2
Alabama	93,708	556,271	50%	3
Wisconsin	111,825	812,396	49%	4
Colorado	78,634	542,227	46%	3
North Dakota	85,898	99,019	44%	1
Massachusetts	35,298	652,182	43%	8
Idaho	37,955	219,074	42%	2
Ohio	116,998	1,448,760	40%	5
California	155,326	3,041,595	39%	8
Mississippi	72,949	370,500	38%	2
Oklahoma	112,644	401,061	38%	1
Tennessee	87,526	735,904	37%	3
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Average Received by Local Governments:			31%	3
Source: U.S. Department of Transportation, Federal Highway Administration, October 2002				

To: Barbara Cotting
From: Kevin Ritchie

Rep Holm asked whether all of the money distributed from a gas tax to a 2nd Class borough would **all** have to be passed through to road service areas.

I spoke to Bill Rolfzen who administers revenue sharing for DCED. Per Bill, 3AAC 130.052 requires only **20%** to be directly allocated to roads. While this percent could be increased, there is **clearly a great deal of flexibility for 2nd class boroughs if road revenue sharing is increased by adding some gas tax funds**.

Currently road revenue sharing is statutorily authorized at $3000 per mile. It has been cut to about $400 per mile this year, and would be further cut to about $300 this year if the Governor's budget 25% revenue sharing cut is implemented.

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March 21, 2003

Representative James Holm
State Capitol Room 110
Juneau, AK 99801

Dear Representative Holm,

The Municipal Policy Statement approved by the Alaska Municipal League's membership of 141 cities and boroughs states:

> "The fuel tax …should be used to fund state and municipal highway and road operations, maintenance, and improvements. The motor vehicle fuel tax….**should be shared on an equitable basis** between state and local government based on the proportion of local vs. state maintained roads. The League also **supports an increase in fuel tax …provided it is used for the benefit of road maintenance.**"

Municipalities have put the adoption of a state long-range fiscal plan for our state as our top legislative priority. As political subdivisions of the State, we will partner with you in achieving this goal. The Governor has proposed an increase in the gas tax for road vehicles as a step toward a long-term balanced budget and fiscal plan. **With an equitable sharing of gas tax with municipalities, we feel that we can work to build local support for this concept with our citizens** as an equitable approach to providing long-term maintenance of the combined state and local road system.

As local elected officials, every year we must engage citizens in discussions about local fees and local tax rates paid in exchange for the services they receive. Not infrequently **people in our communities support increases in fees, sales, or property taxes when they feel it is necessary to provide the level of public services they desire.** From our experience, the keys to gaining public support of a revenue increase are:

- The public has to see a direct link between a service they want and the revenue measure.
- The public has to feel that the revenue is equitable.

In regard to **equity,** when people pay a tax they want to see a return. It is less likely that a citizen who pays a gas tax will feel good about it if none of the money will be used to maintain nearly half of their road system. According to state figures, **municipalities maintain over 43% of the road system in Alaska**.

The AML Policy supports amending the gas tax bill to include a provision for equitable sharing of gas tax revenues with municipalities based on actual miles of local roads maintained. We will encourage municipalities to work with you to build public support for an increase in the gas tax as a long-range strategy to maintain roads.

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March 11, 2003

Representative Jim Holm, Co-Chair
Representative Beverly Masek, Co-Chair
House Transportation Committee
State Capitol
Juneau, AK 99801

Re: H.B. 156 – Increase Motor Vehicle Fuel Tax
H.B. 170 – Motor Vehicle Registration Fees

Dear Representatives Holm and Masek,

As noted in the Alaska Municipal League (AML) policy statement, the AML supports an increase in motor vehicle registration fees and motor vehicle fuel taxes so long as:

(1) fuel tax and vehicle registration fees are "used to fund state and municipal highway road operation, maintenance, and improvements;" and

(2) the motor vehicle fuel tax and vehicle registration fees are "shared on an equitable basis between local and state government based on the proportion of local vs. state maintained roads."

Thank you for the opportunity to express our views on this important legislation.

Sincerely,

Sarah A. Gilbertson

Sarah A. Gilbertson
Policy and Program Coordinator

Cc: Senator John Cowdery

FISCAL NOTE

STATE OF ALASKA
2003 LEGISLATIVE SESSION

Fiscal Note Number: 1
Bill Version: HB 170
(H) Publish Date: 3/5/03

Revision Date/Time (Note if correction):
Title
Sponsor
Requester

Dept Affected: Administration
BRU Motor Vehicles
Component
Component No. 2348

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING	**0.0**	**0.0**	**0.0**	**0.0**	**0.0**	**0.0**
CAPITAL EXPENDITURES						
CHANGE IN REVENUES ( )	**12,072.4**	**12,072.4**	**12,072.4**	**12,072.4**	**12,072.4**	**12,072.4**

FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type--Do not abbreviate)						
TOTAL	**0.0**	**0.0**	**0.0**	**0.0**	**0.0**	**0.0**

Estimate of any current year (FY2003) cost: 0.0
Check this box (X) if funding for this bill is included in the Governor's FY 2004 budget proposal:

POSITIONS

Full-time						
Part-time						
Temporary						

ANALYSIS: *(Attach a separate page if necessary)*

This bill increases most registration, titile and lien filing fees collected by the Division of Motor Vehicles. The increases are $10-$15 per year for most classes of vehicles. Since the vehicles are registered for a biennial period the actual fee increase in the statute will be twice that amount.

The title and lien filing fees are increased from $5 to $15.

The revenue increase by class of vehicle is shown on the next page

Prepared by: Charles R. Hosack
Division Motor Vehicles
Phone 269-5559
Date/Time 3/4/03

Approved by:
Agency
Date 3/6/2003

STATE OF ALASKA
2003 LEGISLATIVE SESSION

BILL NO. HB 170, FN #1

ANALYSIS CONTINUATION

Revenue Increase by Vehicle Category

Non-Commercial Passenger - $5,463,930.00
Non-Commercial Pickup/Van - $1,810,550.00
Non-Commercial Trailers - $921,010.00
Motorcycles - $181,510.00
Taxicabs - $8,990.00
Tour Buses - $75,595.00
Commercial Trailers - $10,000.00
Commercial Motor Vehicles
0-5,000 lbs - $326,780.00
5,001- 12,000 lbs - $163,910.00
12,001-18,000 lbs - $59,020
18,001 + - $51,140

Registration Fee Increase - $9,072,435.00

Title/Lien Fee Increase - $3,000,000.00

HB

173

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HOUSE COMMITTEE REPORT

(7)

Date Referred to Committee: March 5, 2003

FURTHER REFERRALS: Finance

Date of Committee Action: 3/27/03

The TRANSPORTATION Committee considered:

HB 173

HOUSE BILL NO. 173

FEE FOR STUDDED TIRES

"An Act relating to a fee on studded tires; and providing for an effective date."

Recommends it be replaced with [ ] HCS *or* [✓] CS for HB 173 (TRA)

For Senate Bills with new title: [ ] Technical Title [ ] New Title: HCR_____ [ ] Same Title [✓] New Title

[ ] attach amendments
[ ] add new referral to _____Committee
[ ] Letter of Intent_____Committee

List of Abbrev for Dept's.:
ADM
CED
COR
CRT
EED
DEC
DFG
GOV
HSS
LEG
LAW
LWF
MVA
DNR
DPS
REV
DOT
UA

NEW FISCAL NOTES *Assigned by Chief Clerk's Office				
List by Dept(s):	*FN#	Fiscal	Indet.	Zero
REV		✓		

PREVIOUS FISCAL NOTES				
List by Dept(s):	FN#	Fiscal	Indet.	Zero

Signing with recommendations	Printed Last Name	DP	DNP	NR	AM
	Ogg	✓			
Mary Kapsner	KAPSNER		✓		
Kohring	Kohring		X		
Hugh Fate	Fate			✓	
Chair:	Holm	DP			
Chair: Beverly Masek	Masek			X	

23-GH1127\D.2
Kurtz
3/27/03

AMENDMENT

OFFERED IN THE HOUSE BY REPRESENTATIVE HOLM

TO: CSHB 173( ), Draft Version "D"

Page 1, line 1:

Delete "**studded**"

Page 1, line 7:

Delete "**Studded tire**"

Insert "**Tire**"

Delete "$10"

Insert "$2.50"

Page 1, line 8:

Delete "studded"

Page 1, lines 9 - 10:

Delete all material.

Reletter the following subsections accordingly.

Page 1, line 12:

Delete "or service"

Page 1, lines 13 - 14:

Delete "or of the installation of studs"

Page 2, line 2:

Delete "or installation"

Page 2, line 8:

Delete "or services"

Page 2, line 11:

Delete "(1)"

Page 2, lines 11 - 12:

Delete "studded tires or a person who installs studs on motor vehicle tires for a fee;"

Insert "tires."

Page 2, lines 13 - 15:

Delete all material.

23-GH1127\D
Kurtz
3/12/03

CS FOR HOUSE BILL NO. 173( ) (Adopted 3/18

IN THE LEGISLATURE OF THE STATE OF ALASKA

TWENTY-THIRD LEGISLATURE - FIRST SESSION

BY

Offered:
Referred:

Sponsor(s): HOUSE RULES COMMITTEE BY REQUEST OF THE GOVERNOR

3/27/3 Amendment D.2 changes:

A BILL

FOR AN ACT ENTITLED

"An Act relating to ~~studded~~ tires; and providing for an effective date."

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

*** Section 1.** AS 28.35.155 is amended by adding a new subsection to read:

(c) A person convicted of violating this section is punishable by a fine of not less than $100, in addition to any other penalties imposed under AS 28.40.050.

*** Sec. 2.** AS 43.98 is amended by adding a new section to read:

Sec. 43.98.025. ~~Studded~~ tire fee. (a) A fee of ~~$10~~ $2.50 a tire is imposed on the retail sale of ~~studded~~ tires in the state.

~~(b) A fee of $10 a tire is imposed on the installation of studs for a fee on a motor vehicle tire in the state.~~

b(c) A seller shall add the amount of the fee imposed by this section to the total price of the tire ~~or service~~ subject to the fee, and the fee shall be stated separately on any sales receipt, invoice, or other record of the retail sale ~~or of the installation of studs~~.

C(d) A seller shall collect the fee from the purchaser. A seller shall file a return

on a form prescribed by the department and remit the fee collected to the department not later than 30 days following the last day of the month of the sale ~~or installation.~~

d (e) A seller remitting the fee collected under this section to the department within 30 days after the last day of the preceding month may retain five percent of the amount collected, not to exceed $300 a month, to cover expenses associated with collecting and remitting the fee.

e (f) The provisions of AS 43.05 and AS 43.10 apply to this section.

f (g) The fees imposed in this section do not apply to tires ~~or services~~ sold to federal, state, or local government agencies for official use.

g (h) In this section,

~~(1)~~ "seller" means a seller of tires ~~studded tires or a person who installs studs on motor vehicle tires for a fee;~~

~~(2) "studded tire" means a motor vehicle tire with metal studs or spikes embedded in the periphery of the tire surface and protruding beyond the tread surface of the tire.~~

* **Sec. 3.** This Act takes effect July 1, 2003.

Subject: HB 173 Testimony
Date: Tue, 25 Mar 2003 20:23:41 -0900
From: "Lynn Aleshire" <lynn@kja.us>
To: <Representative_Hugh_Fate@legis.state.ak.us>,
<Representative_Jim_Holm@legis.state.ak.us>,
<Representative_Beverly_Masek@legis.state.ak.us>,
<Representative_Vic_Kohring@legis.state.ak.us>,
<Representative_Dan_Ogg@legis.state.ak.us>,
<Representative_Mary_Kapsner@legis.state.ak.us>,
<Representative_Albert_Kookesh@legis.state.ak.us>

I have pasted my comments from today's hearings below.

Good Afternoon. My name is Lynn Aleshire. I am a consulting engineer currently under contract with UAA. I have been a part of a study conducted by UAA and funded by the last legislature to evaluate socioeconomic effects of studded tires in our state.

My main concern with HB173 is the underlying assumption that studded tires are a net financial burden to the state because of the pavement wear they cause. I think that assumption is premature at best and entirely incorrect at its worst.

For my portion of the research I personally reviewed 43 studies and publications which dealt with traffic safety and the economics of studded tire usage. These papers were from the US, Canada, Europe and Japan

If I may summarize briefly some of the interim findings of our study:

- With only one exception each paper concluded that studded tires reduced accident rates
- Nordic countries and our neighbors in Washington and Oregon have restricted stud size and quantity without affecting safety but greatly reducing pavement wear by as much as half.
- Snow tires tend to polish already slippery pavement surfaces that studs roughen up.

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1. Without studs the pavement required much, much greater amounts of surface

applications, salts and sand. Fifteen times previous amounts was necessary. This cost alone was much greater than the savings in pavement repair.

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Other issues addressed include lost time for drivers, decreased throughput on already crowded roads. The air pollution problem was solved.

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Washington and Oregon modeled their legislation after the Finns without doing extensive accident research of its own. Alaska has no extensive analysis of accident data of its own from which to make conclusions. I suggest either modeling Alaska statutes after those of Finland or doing research of its own on accidents and pavement costs.

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Further study is necessary in the following areas:

- What is the relationship between rut depth and accident frequency?

- What is the real cost of pavement repair from studs? The $5 million cost of pavement repair that was published several years ago is a very low, unrealistic number for today.

Thank you for your time.

Subject: Annual Tire Purchases
Date: Tue, 25 Mar 2003 19:22:24 -0900
From: George Levasseur <george_levasseur@dot.state.ak.us>
To: Jim Holm <representative_jim_holm@legis.state.ak.us>
CC: John Mackinnon <john_mackinnon@dot.state.ak.us>

Hi Jim,
In Alaska, during 2002, there were 552,858 registered passenger vehicles and pickup trucks and 198,820 commercial vehicles for a total of 751,678 vehicles. We do not know how many tires are sold in the state annually, but with assumptions that tires on passenger vehicles last three years and on commercial vehicles two years, we come up with the following estimate:

Passenger tires	750,000
Commercial tires	500,000
Total	1,250,000

At $2.50 per tire, that generates $3,125,000.

Please let me know if you need more information. Thanks again for your support.

Best Wishes,
George

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Fairbanks Daily News-Miner

Panel delays action on studded tire bill

By MIKE CHAMBERS

Wednesday, March 26, 2003 - Associated Press Writer

JUNEAU--A bill to impose a $10 fee for new studded tires stalled in the House Transportation Committee on Tuesday amid opposition from some lawmakers and those affected by it.

The committee heard testimony from tire dealers and others in the industry who would be required to collect the $10 per tire fee on new studded tires. All were opposed to the measure.

After the testimony closed, House Transportation Co-chair Jim Holm, R-Fairbanks, asked others in the committee for a motion to move the bill to its next committee assignment. He was met with silence.

House Bill 173 is backed by Gov. Frank Murkowski as a way to raise $2 million for state coffers. Administration officials argue studded tires damage Alaska roads and this measure will help fund some of the repairs.

Critics argue the money raised will not be earmarked to road repair since the state constitution doesn't allow for dedicated funds. They also dispute the amount of damage done by studded tires, arguing that the softer asphalt used in Alaska contributes to the problem.

Richard Nordness, executive director of the Northwest Tire Dealers Association, testified via teleconference that the per tire fee could have a chilling effect on tire sales. It could also put drivers at risk in the winter, he said.

The bill would also require tire dealers to collect the tax, which is something they do not want to do, Nordness said.

Pio Cottini, of Palmer, told the committee that recent road resurfacing projects already show signs of wear before winter tire season begins due to the poor quality asphalt used.

He suggested the state impose a fee on all tires rather than single out studded tire users.

Rep. Hugh "Bud" Fate, R-Fairbanks, asked state transportation officials to research how much a $2.50 fee on each new tire would raise.

Fate said after the hearing that he supports Murkowski's efforts to raise funds for road repairs but does not want to dissuade people from using studded tires.

The bill is one of three revenue measures before the House Transportation Committee and all three appear to face an uphill climb if they are to be acted on by the Legislature this session.

House Bill 170 would increase fees for vehicle titles and registration collected by the state Division of Motor Vehicles. The registration increases would be from $10 to $15 per year for most classes of vehicles and title and lien fees would increase from $5 to $15.

House Bill 156 would increase the state's 8-cent per gallon motor fuel tax by 150 percent. If approved the motor fuel tax would rise to 20 cents per gallon.

A staff member for Rep. Beverly Masek, R-Willow, said she plans to propose an amendment for the motor fuel tax bill later this week to ensure the estimated $41 million it raises is used for highway work.

Subject: HB 173 Testimony
Date: Tue, 25 Mar 2003 20:23:41 -0900
From: "Lynn Aleshire" <lynn@kja.us>
To: <Representative_Hugh_Fate@legis.state.ak.us>,
<Representative_Jim_Holm@legis.state.ak.us>,
<Representative_Beverly_Masek@legis.state.ak.us>,
<Representative_Vic_Kohring@legis.state.ak.us>,
<Representative_Dan_Ogg@legis.state.ak.us>,
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Thank you for your time.

FAX TO M.L.V. AT 907-376-6180

Alaska State Legislature

Please enter into the record my testimony to the House Transportation
committee name

committee on HB 173 , dated Tuesday, March 25
bill/subject

Signed: Richard Nordness
Testifier

Richard Nordness

Representing (Optional) NW Tire Dealers Assoc.

Address: Kennewick Washington

Phone No. 509-735-1991

Alaska State Legislature

Please enter into the record my testimony to the H. TRANSPORTATION committee name

committee on HB173 / STUDDED TIRE FEE bill/subject dated MARCH 2, 2003.

FOR THE RECORD, ALL PROVINCES WITHIN CANADA, EXCEPT ONTARIO, DO ALLOW THE USE OF STUDDED TIRES IN WINTER MONTHS. I BELIEVE THAT IN CERTAIN CONDITIONS (SPECIFICALLY DEEP SNOW & I.C.E.), STUDDED TIRES OFFER THE HIGHEST DEGREE OF SAFETY.

Signed: MHenning MEL HENNIG
Testifier

Western Canada Tire Dealers
Representing (Optional)

1146 Selo Place Regina, SK S4S 7H7
Address

(306) 584-2113
Phone No.

Fax to L.I.O. at 907-376-6180

Alaska State Legislature

Please enter into the record my testimony to the Senate Finance committee name

committee on S.B. 106 bill/subject, dated March 28.

Signed: Richard Nordness
Testifier

Richard NORDNESS
Representing (Optional)

Northwest Tire Dealers Assoc.
Address

Kennewick, Washington
Phone No. 509-735-1991

WASHINGTON STATE TIRE DEALERS ASSOCIATION
OREGON TIRE DEALERS ASSOCIATION, INC.

North West Tire Dealers Assoc.

Senate Finanace Committee Hearing on Studded Tires
March 28, 2003

My name is Richard Nordness and I am the executive director of the Northwest Tire Dealers Association. We appreciate being able to make comments on Senate Bill # 106 on behalf of our Alaska members.

Our association is very concerned about automotive safety issues, and certainly the use of studded tires is a big winter safety issue for our customers. We believe that studded tires are an important safety factor for most Alaska residence in a wide area of the state. And that is why we are in opposition of SB 106, which would impose a $10 per tire tax on studded tires in the State of Alaska.

We believe that a $10 per tire tax on studded tires would have a negative affect on winter driving safety in our state:

- It would take the safety of having studded tires away from many residence who could not afford $10 per tire or $40 per set of four.
- It would mean fewer drivers who need studded tires would not have the use of this safety device, thus causing more accidents, property damage, injury and even more winter traffic deaths. This tax would be a hardship on drivers all over the state, as most winters these folks need studded tires to get to work or school and home again.

We are also opposed to SB 106 because it would require the tire dealers to be the tax collectors. We are retailers providing goods and services to our customers. We don't want to be the bad guys who are collecting a $40 tax from our customers who can't afford it, especially in this economy.

Our Oregon and Washington legislators several years ago looked at using "light weight" steel studs in stead of the heavy weight studs that they were using, which by the way is the stud that is being sold in Alaska. There are several studies that show the reduction of surface wear when using the "light weight" stud.

We would encourage you to look into the idea of using the "light weight" steel stud as an alternative to the heavy stud tax of SB 106. I would be happy to supply you information on the "Light weight" stud and the Oregon and Washington "light weight" stud requirements.

P. O. BOX 6146 • SUITE E • KENNEWICK, WA • 99336 • Telephone (509) 735-1991 • (509) 735-2856

HB 173, Studded Tire Fee

Calling off-net from out of state:

Gary Wessell in New York

Bruno Wessell in Sarasota Florida ✓

Chuck McGee in Denver Colorado ✓

Richard Nordness in Washington state ✓

BARB:

THESE FOLKS WANT TO TESTIFY ON HB173 & CALL THEM BEFORE NOON BECAUSE THEY ARE ON THE EAST COAST - N.Y.

GARY WESSELL
1800-869-1908 OR
1914-830-0827

BRUNO WESSEL
1-941-966-2409

Sells Tire Studs

Sarasota Florida

Bruno Wessell

941 - 966 - 2409

~~Dick~~ Richard Nordness | Liz Chuck McGee -
WA NW tire dealers | McKee Co - Tire company -
Assn | RE NB 1173 | 303-607-4223
509-735-1991 | Denver

Ontario

Ministry of Transportation

Studded Tires

Studded tires have not been permitted in Ontario since 1971.

In 1999 and in early 2000, the Ministry of Transportation conducted an extensive review of studded tire use around the world. MTO's findings supported a continued ban on studded tires because, despite advances in technology, the disadvantages of studded tires continue to outweigh their advantages.

Three main reasons why studded tires are banned in Ontario:

- The limited potential benefits of studded tires under icy road conditions do not compensate for the significant adverse effects they create under other conditions.
- Studded tires create considerable health and road safety problems.
- Studded tire use is declining in many countries and banned in many jurisdictions outside Canada.

Why are the benefits of studded tires so limited?

- Studded tires do not offer safety advantages in comparison to modern radial winter tires in road conditions which are either wet or dry for most of the time.
- Studded tires are only superior to conventional tires on glare ice near freezing temperatures; these road conditions occur in Ontario less than 1% of the time.
- Any safety advantage is lost by even a small increase in speed.
- New lightweight studded tires cause only marginally less damage to the road surface than traditional studs and are less effective.

How do studded tires cause health and road safety problems?

- Nuisance and health concerns.
  - Increased noise levels.
  - Create dust – impact on asthma and respiratory health.
- Give drivers a dangerous false sense of security.
  - Studies have found that motorists with studded tires often drive faster under adverse conditions because of this overconfidence, which can create a greater accident potential.
- Cause road damage which contributes to serious safety hazards in all conditions
  - Create ruts which fill with ice and water creating spray and hydroplaning.

  - New light studs polish pavements, which reduces traction and creates a more slippery driving surface.
  - Removes pavement markings.
- Cost of extra road maintenance resulting from pavement damage caused by studded tire use.
  - In Oregon: Cost estimated at US$70 million a year based on 1994 study.
  - Washington State DOT: spends US $10.5 million a year.
  - In Ontario: cost estimated at CD$39 million a year.

What other jurisdictions ban studded tires?

- Minnesota, Wisconsin, Illinois, Maryland, Holland, Belgium, Germany, and Japan.

Where is studded tire use declining?

- Norway and Sweden.

Ontario will continue to consider new technologies and research regarding studded tires, as it becomes available. Review of studies done to date supports a continued ban on the use of studded tires.

Winter driving is a challenge for motorists due to snow and unpredictable weather. It's important to prepare your vehicle mechanically. Check weather and road conditions before leaving. Allow yourself extra travel time. Carry an emergency travel kit. Adjust your driving to weather and road conditions. Keep a safe distance between you and the vehicle in front of you and stay a safe distance back from snowploughs. Remember the three key elements to driving safely in winter - stay alert, slow down and stay in control.

Last Modified: November 5, 2001

HB 173

FRANK H. MURKOWSKI
GOVERNOR
GOVERNOR@GOV.STATE.AK.US

P.O. BOX 110001
JUNEAU, ALASKA 99811-0001
(907) 465-3500
FAX (907) 465-3532
WWW.GOV.STATE.AK.US

STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

March 5, 2003

The Honorable Pete Kott
Speaker of the House
Alaska State Legislature
State Capitol, Room 208
Juneau, AK 99801-1182

Dear Speaker Kott:

Under the authority of art. III, sec 18, of the Alaska Constitution, I am transmitting a bill that would impose a fee on the purchase and use of studded tires in Alaska.

According to a 1996 report by the Alaska Department of Transportation and Public Facilities, the use of studded tires in Alaska causes approximately $5 million damage to our roads per year. Most of this damage occurs in our high traffic urban centers in the form of rutting. It is a particular problem in our urban centers where rutting is often severe and causes unsafe driving conditions.

The worst of this damage is repaired by the department. Due to limited maintenance funding, much of it is added to the State's deferred maintenance backlog. This bill would impose a fee of $10 for each studded tire sold, resulting in $2 million in increased revenues. This proposal represents a modest, user-pays approach to paying for studded tire damage.

New tire technology has been developed in the last ten years to create studless winter tires. These tires use softer rubber compounds and specific tread patterns to improve their performance in snow and ice conditions. This technology has continued to improve and is widely available as an alternative to studded winter tires.

I urge your prompt and favorable action on this measure.

Sincerely,

Frank H. Murkowski
Governor

McGEE COMPANY

1140 SOUTH JASON ST.
DENVER, COLORADO 80223
(303) 777-2615
1-800-525-8888
FAX (303) 777-7140

SALT LAKE CITY	ALBUQUERQUE	McGEE-PARIS
1101 So. 700 W	4412 PROSPECT AVE. NE	8504 CHANCELLOR ROW
SALT LAKE CITY, UT 84104	ALBUQUERQUE, NM 87110	DALLAS, TEXAS 75247
(801) 487-8751	(505) 883-9613	(214) 689-0400
1-800-845-8906	1-800-821-1117	1-800-527-2017
FAX	FAX	FAX
(801) 487-8753	(505) 883-1382	(214) 689-0448

JUST THE FAX

TO: House Transportation DATE: 13-25-03

FROM: Chuck McGee REF:

ATTN: Rep. Vic Kohring FAX #: 907-465-3818

__11__ Pages being faxed (including cover sheet).
Please advise immediately if all pages were not received.

Please find faxed the written testimony of Chuck McGee and exhibits A to E. Please make sure the committee members receive these important documents.

Thank you.

. SINCE 1951

McGEE COMPANY
www.mcgeecompany.com

March 25, 2003

Testimony of Chuck McGee before the Transportation Committee in opposition to House Bill 173.

Madame Chair, and Members of the Committee:

My name is Chuck McGee the U.S. representative for the tire stud manufacturer, Ugigrip.

Ugigrip is in opposition to House Bill 173. We understand the need for Alaska to evaluate the benefits and costs to tire stud usage. Although tire studs do damage roads, the safety provided to Alaska's constituents and cost savings from accident avoidance is well documented. Stud manufacturers have made numerous product improvements to minimize road damage. Unfortunately any fee that is imposed on studded tires will force consumers to abandon using studded tires.

The average weight of all studs used is twenty percent lighter today than it was ten years ago. The newer generation of tire studs are designed to minimize pavement contact by rocking excessively. This design reduces road wear. Another factor leading to less impact by studded snow tires is that the average snow tire today uses approximately one hundred studs, verses one hundred and twenty studs used on older styles of snow tires. These changes are reducing road wear.

Safety to the motorist is important to everyone. Studded tires on wet ice are thirty percent better than the new generation of studless tires in braking and fifty percent better in acceleration. This is the conclusion of a test performed in 1999 by the leading automotive publication in Sweden and Finland. The most comprehensive investigation on tire studs was performed by VTI, the Swedish Road and Transportation Research Institute in 1989. The VTI documented that a winter without tire studs would increase accident cost significantly more than the cost to repair roads damaged by studs.

Your constituents will benefit from not having a fee on tire studs. Motorist choose to use tire studs because the product has proven to them that they can avoid accidents in slick conditions with studded snow tires. Besides the tangible cost savings studs can provide to everyone, it is difficult to place a value on a product that may save a human life.

Sincerely,

Charles McGee

Charles McGee
McGee Company

DENVER
1140 SO. JASON STREET
DENVER, COLORADO 80223
(303) 777-2615
1-800-525-8888

SALT LAKE CITY
1101 SOUTH 700 WEST
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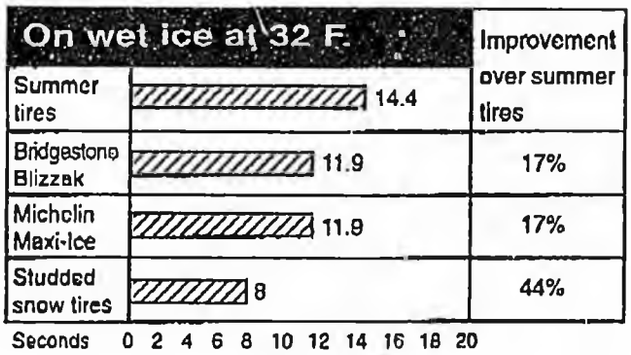
1-800-821-1117

DALLAS
8504 CHANCELLOR ROW
DALLAS, TX 75247
(214) 688-0400
1-800-527-2017

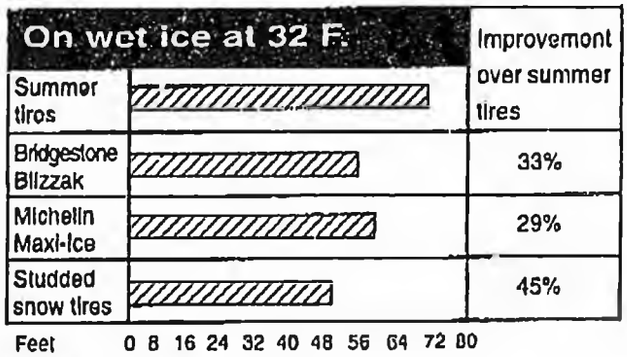
WHY STUDDED SNOW TIRES?

- **Studded snow tires provide extra safety.**
- **Tire studs increase traction for winter "go."**
- **Tire studs reduce vehicle stopping distance for safety.**

Acceleration on ice
(Seconds from 3 to 12 m.p.h.)



Braking distance on ice
(From 31 m.p.h. - after you get your foot on pedal)



Tests based on Volvo S70 & Mazda 323

Studded tires on wet ice are 30 percent better than winter studless tires in braking and 50 percent better than winter studless tires in acceleration!

If you need snow tires, get them on early in the season Studded tires on all four wheels offer extra effectiveness on ice. Chains provide even better traction for severe snow and ice. Buy studded snow tires before the snow starts to fly.

*Bridgestone Blizzak and Michelin Maxi-Ice are registered tradenames of Bridgestone and Michelin.

Test data provided by TeKnikons Varld in Sweden and TeKnikans Maalima in Finland - 1999

vigrip

(B)

March 2002

STUDDED TIRE SAFETY

SAFETY MEANS MANY COMPONENTS :

Front wheel drive, ABS braking system and New Tire Compound give progresses.
Then ,all these progresses are increased by studs when bitting ice and packed snow is the only way for tire adherence.

It's true that old heavy studs in old tires with block pattern and hard rubber provided poor grip on dry and chiefly wet pavement.

Then new light studs in new tire compound don't work as old ones :
Leaning in soft rubber under driving and braking torques, studs don't modified tire contact area so that tire adherence on wet and dry pavement is strictly maintained
and road wear is nearly eliminated

TEKNIKENS VARLD in Sweden and TEKNIIKAN MAAILMA in Finland are the main Car-specialized publications in Northern Europe.
Each year, in October they publish tests results on winter tires representative of the market
They regularly compare better studless with better studded tires :

TEKNIKENS VARLD N° 21 – 11/10/2001- ABS Braking on Volvo V70 205/55 QR 16

	Ice 40-20 km/h	Snow 40-20	Wet Asphalt 80-20
Gislaved NF3 – 110 studs	18.5m	15.8	33.9
Nokian Hakka 2 – 110studs	19.1m	15.8	33.3
Gislaved SF - Studless	20.5m	16.1	35.3
Michelin Maxi-Ice – Studless	21.8m	15.9	38.1

TEKNIIKAN MAAILMA N° 37 – 11/10/2001 ABS Braking on Saab 9-5 195/65 QR 15

	Ice 50-0 km/h	Snow 80-0	Wet Asphalt 60-0
Gislaved NF3 – 110 studs	46.0m	55.0	21.5
Nokian Hakka 2 – 110 studs	47.0m	54.5	22.5
Michelin Maxi-Ice – Studless	53.0	55.5	23.0
Bridgestone Blizzak – Studless	55.0	55.0	22.0

These results are not surprising :

New studless tires have made some progresses on ice where they are yet clearly inferior to new studded tires ;but ,meanwhile, they have lost adherence on wet pavement.

wigrip

©

06/01/2000

LAST NEWS ABOUT STUDDED TIRES

Teknikens Varld in Sweden and Tekniikan Maailma in Finland are the main car specialized publications of Northern Europe.
Each October they publish tests results on winter tires representative of the market or just launched.
Studded tires appear always better than studless ones mainly by their superiority on ice but also by their performance on snow and general conditions.

Table 1 : Teknikens Varld n° 19 dtd September 16, 1999

Braking on ice : studded tires are about 60% better than summer tires and 30% (average) than studless tires.

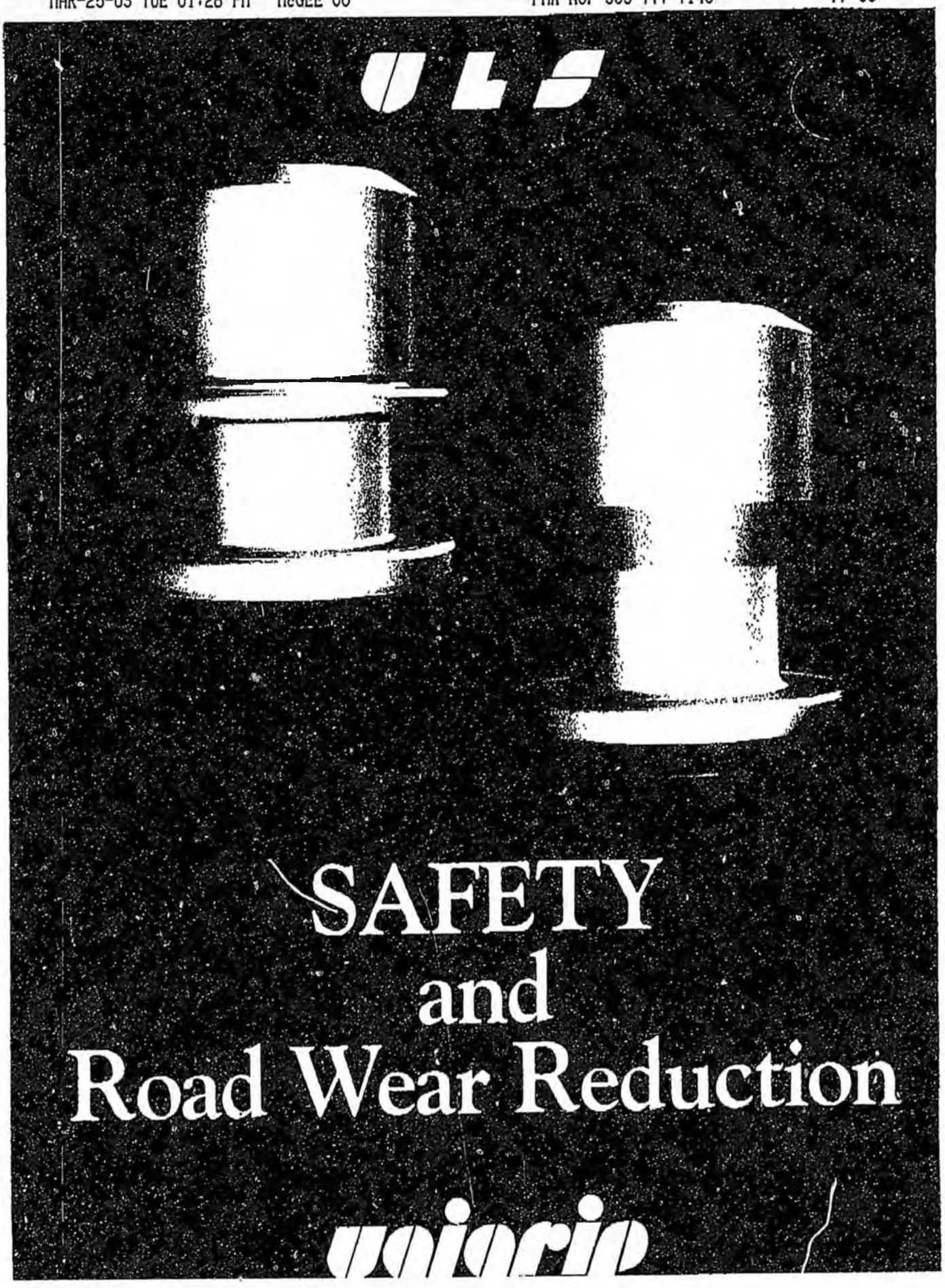
Acceleration on ice : studded tires are about 120% better than summer tires and 50% (average) than studless tires.

Table 2 : Tekniikan Maailma n° 16-99 dtd October 6, 1999

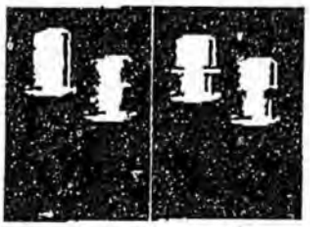
Braking on ice : studded tires are better than studless tires by 38 to 51%.

Acceleration on ice : studded tires are better than studless tires by 48 to 72%.

This hereafter graphic explain the advantage of « studs fitted on new winter tires with sipped pattern and soft rubber » : these new studded tires have the same capability as studless on bare and snowy pavement but they have also grip on snow and ice near 0°C where water film suppress studless adherence.

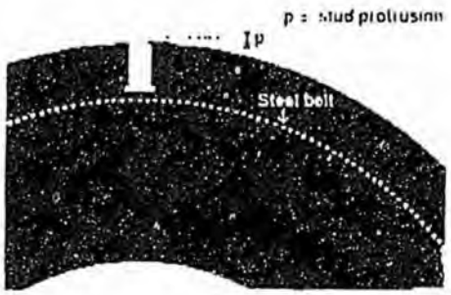

SAFETY
and
Road Wear Reduction
roiorip

Safety and Road Wear Reduction



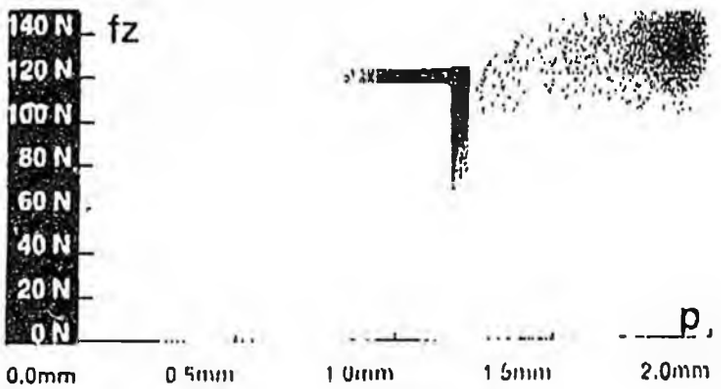
vigrip

1. Characteristics of studs on the tire.



fz = impact force of the stud in the area of contact.

Relation (1)
fz = k.ρ
k = constant



2. Safety and effectiveness of the studded tire.

The effectiveness of the studded tire depends on

S = load borne by studs in the area of contact
Q = total load on the tire
N = total number of studs on the tire. Under normal conditions of use about N studs are active in the area of contact.

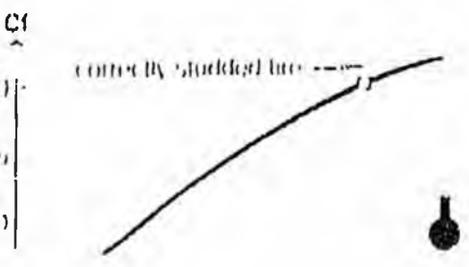
Relation (2): S = Q N 1

Cf = coefficient of friction on locked wheel braking

According to the current legislation in Finland and Scandinavian countries

N = 100
p = 1.2 mm
from (1) fz = 120 N
from (2) S = 120 X $\frac{100}{12}$ = 1000 N

Relationship between effectiveness on ice and ratio S/Q

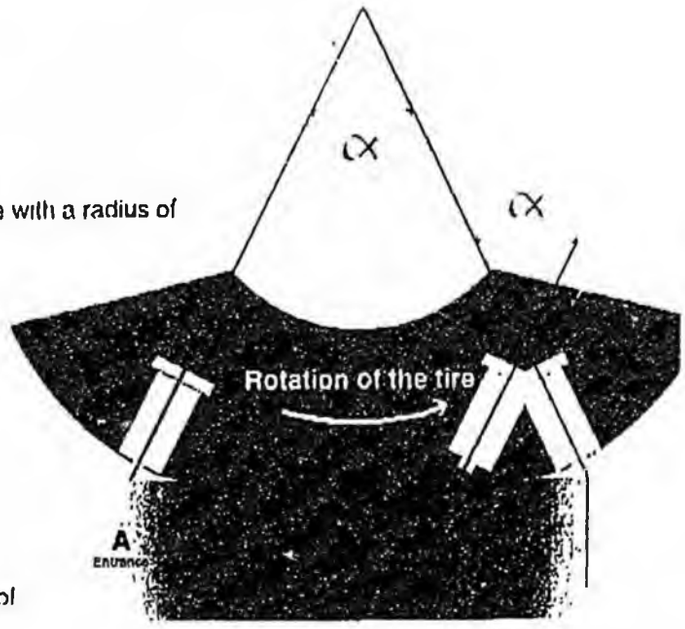


3. Road Wear Reduction.

Two phenomenons occur in the area of contact :
A. Initial impact
B. Sliding upon release

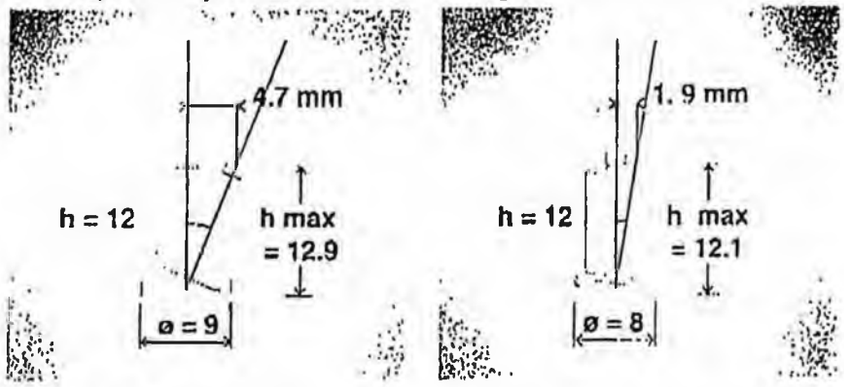
A. Impact of the stud coming into the area of contact :
Total applied force ft = fz + fg
fz : supporting force of the stud defined in (1).
fg : centrifugal force of the stud on the tire.
Relation (3) : $fg = m.\frac{V^2}{R}$
(m : mass of the stud, V : speed of the vehicle,
R : free radius of the tire)

Example : for a stud of mass m = 2 g on a 175SR14 tire with a radius of 0.3 m moving at 108 km/h or 30 m/s : fg = 6 N
ft = 120 + 6 = 126 N

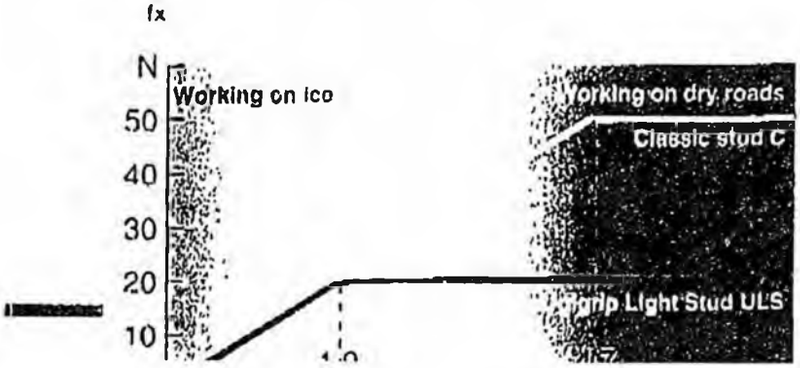


We see that the mass of the stud is a cause of wear but not the main cause.
We also see that the force «fz» corresponding to a stud protrusion of 1.2 mm, is weak enough to avoid piercing the binder and cracking the road aggregates and that was not the case for former studs with protrusions up to 2 mm.

B. Sliding of the stud behind the area of contact .
The frictional energy of the stud coming out of the area of contact is given by
Relation (4) : W = fx.dx
This energy which is the main cause of road wear depends on :
- the driving and braking torques applied to the tire,
- the construction of the tire Steel Belted Radial tires mainly reduce the «dx» factor,
- the shape of the stud and particularly, **h max**, the maximum length when the stud leans under the torque effect

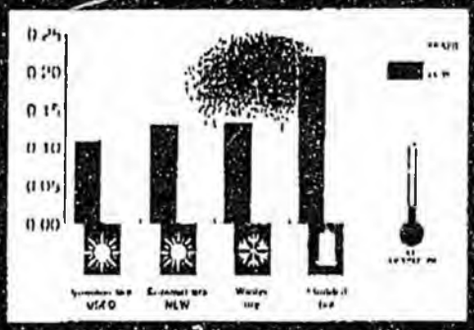


Classic Stud «C» New Ugigrip Light Stud «ULS»

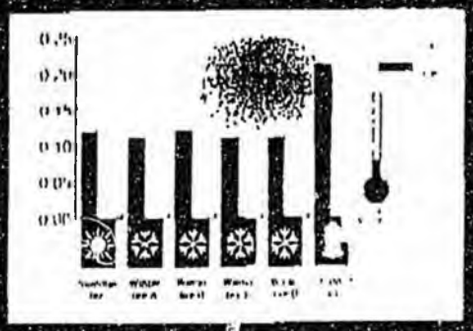


The new Ugigrip Light Stud «ULS», with its special shape, avoiding an increase in length when leaning, reduces the two factors «dx» and «fx» . In such a way , the frictional energy is limited to less than 1/3 of the fictional energy of traditional «C» studs.

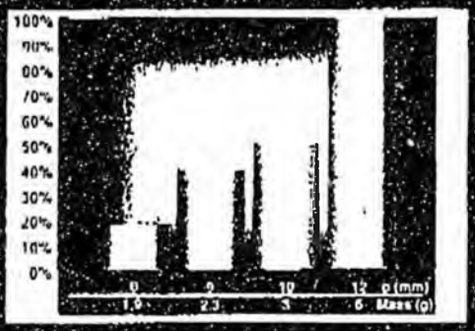
Annexes



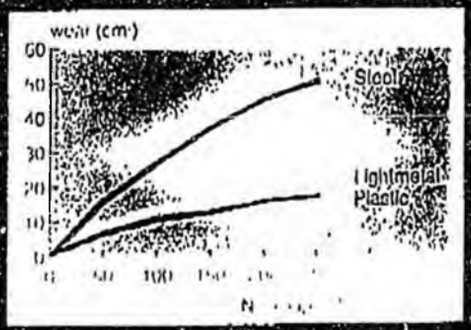
1-Study of Winter Security on Ice by VTI :
Studded tyre >> winter tyre > summer tyre



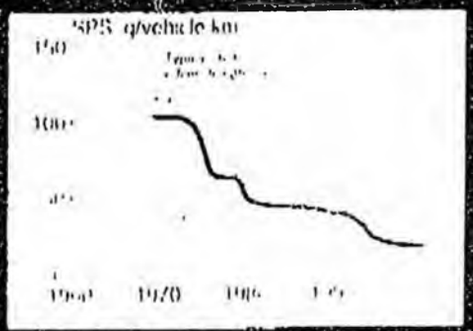
2-Study of Winter Security on Ice by VTI :
Studded tyre >> New «Studless» winter tyres of different brands.



3-Study of Road wear by French Highway Department
Pavement wear
Different stud parameters (diameter, mass)
French Highway Departement
Test made on annular track of Pont A Mousson (ø 30 m)
Extrait de la Revue Générale des Routes et Aérodromes Octobre 1978



4-Study of Road wear by Swedish Road and Transport Research Institute (VTI)



5-Specific wear of studded tyres in Finland 1960-2000 by VTT
Stud regulations,development of tyres/studs

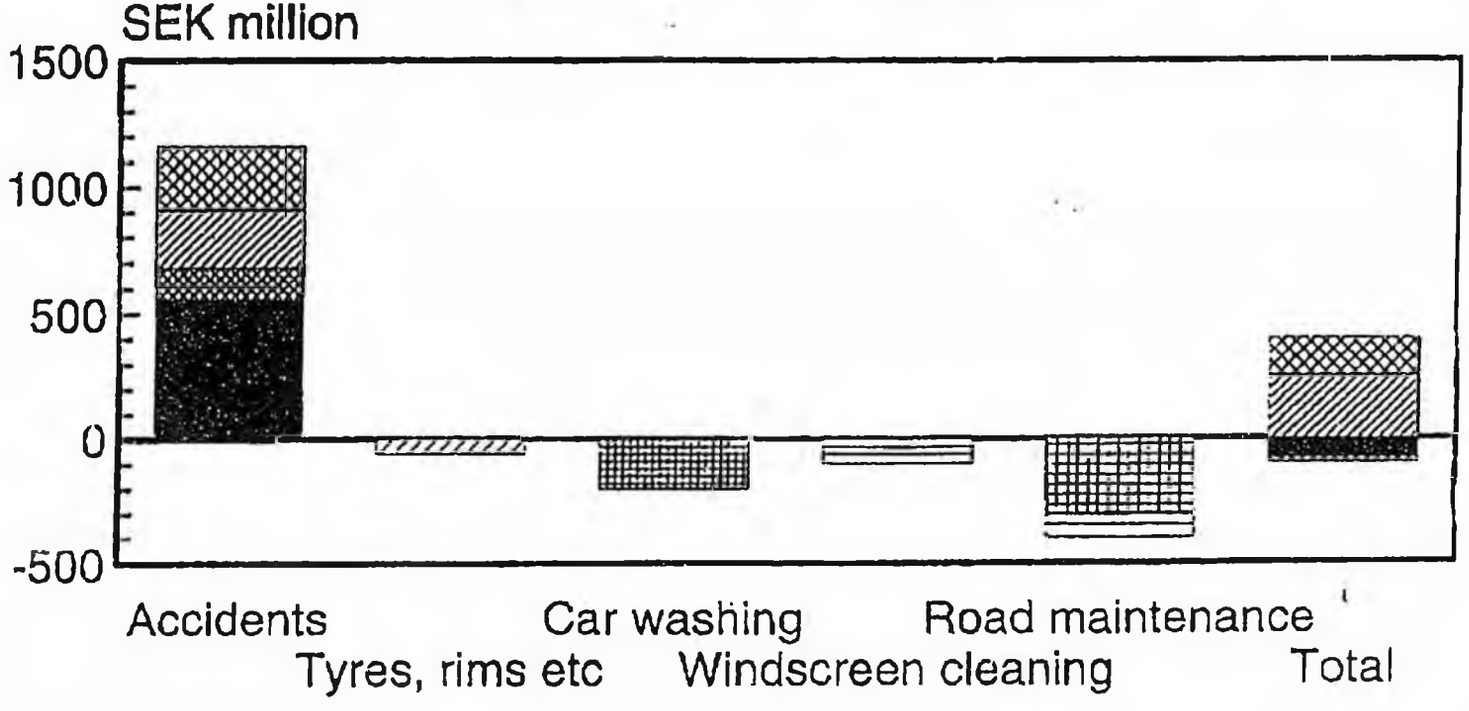
Conclusion

The new Ugigrip «ULS» specially adapted to Finnish, Norwegian and Swedish legislation, as well as to Austrian, Belgian, French and Swiss legislation, maintains safety in winter on snowcovered and icy roads (see annexes 1 and 2) and avoids road damage (see annexes 3, 4 and 5).

Swedish Road and Transport Research Institute

The consequences of a ban on studs

Change from studded tyres to unstudded wintertyres, 1989 Investigation



VTI Meddelande 674

This graph shows the saving in reduced accidents compared to increased costs because of studded tires.
Note: 7.50 SEK = $1.00 U.S. (150,000,000 SEK = $20,000,000 U.S.)

(E)

(F)

The Studded Snow Tire Advantage!

Independent test prove studded tires provide up to 40% better vehicle stopping on ice than all winter tires, including the studless Bridgestone Blizzak.

After 7,000 miles a vehicle stopping on ice with the Bridgestone Blizzak tire is inferior by 17% over a vehicle with new Blizzak tires. After 7,000 miles a vehicle stopping on ice with studded tires is inferior by 4% over a vehicle with new studded tires.

Tire studs will improve traction on Sport Utility Vehicles (SUV)!

SUV were involved in 40% of the winter accidents along I-70 in Colorado in 1995. In 1995 SUV represented only 25% of the vehicles sold in Colorado. A SUV cannot stop any quicker than any other vehicle on ice. In addition the weight sits up front on a SUV, so the back end tends to slide out.

Studded snow tires provide extra safety!

*Facts from Finnish & Swedish National Road Administration, and The Denver Post.

LES SCHWAB WAREHOUSE CENTER
MAIN OFFICE – LEGAL DEPARTMENT
P.O. BOX 667
PRINEVILLE, OREGON 97754
GENERAL OFFICE NUMBER (541) 447-4136
Fax Number (541) 416-5374

MAR 25 2003

FACSIMILE TRANSMITTAL

To	Phone No.	Fax No.
Beverly Maset **Alaska House Transportation Committee**	**907-465-2679**	**907-465-4822**

From: Corey J. Parks
Direct: 541.416.5412
Fax No.: 541.416.5374

Date: March 25, 2003

Total number of pages including this sheet: 2

MESSAGE:

Enclosed is a letter we would like submitted as testimony for HB 173. Please call me with any questions.

Corey J. Parks

LEGAL DEPARTMENT
Telephone 541-416-5412
Facsimile 541-416-5374
corey.j.parks@lesschwab.com

LES SCHWAB TIRE CENTERS
646 N.W. Madras Highway
P.O. Box 667
Prineville, Oregon 97754

Testimony of Corey Parks Before the House Transportation Committee

Opposition to House Bill #173

March 25, 2003-03-25

My name is Corey Parks, and I am corporate counsel for Les Schwab Tire Centers. I submit this testimony in opposition to HB 173.

Les Schwab works very hard to earn its customers' trust and business. Les Schwab places a high degree of importance on giving its customers choices in the selection of winter tires. It is our position that the bill before you will unfairly force Alaska consumers to choose safety only at a significant additional cost.

No price should be placed on customer safety

Studded tire fees place a price on customer safety by forcing the customer to pay additional fees for safe driving equipment. In our experience, studded snow tires are an option that many customers need in order to ensure safe travel during icy or snowy winter weather. While there are a number of alternatives to studded tires, including all weather tires, chains, and winter tires, many customers choose studded tires because they are the safest alternative for winter driving. In fact, studded tires do provide exceptional traction in icy and snowy conditions. Consumer travel groups such as AAA continue to support studded snow tires as an "appropriate option for safe winter driving."

Studded tires are necessary for many customers

Customers who travel frequently in icy and snowy conditions often want or need studded tires to ensure that they can get to their destination for work, medical care, or other important business. Many of the travelers who choose studded tires are elderly customers, and customers with mobility problems who are unable to put chains on their vehicles, and thus require equipment with the best possible traction and safety.

Studded tire fees penalize those least able to afford additional costs

Many studded tire customers are on fixed or low incomes, and cannot afford an additional fee on top of the cost for studded tires. Also, customers from rural residences are often among the most price-sensitive populations, and at the same time, most in need of safe driving equipment to travel into urban areas.

Conclusion

Drivers who face icy and snowy conditions on a regular basis must decide what equipment makes them feel confident and safe under difficult driving conditions. Les Schwab is opposed to imposing a fee on those customers who choose studded tires in order to keep themselves and their families safe from accident and injury.

Thank you very much for the opportunity to submit this testimony.

Very Truly Yours,

Corey J. Parks
Corporate Counsel

From Homer

Roger Davis

Should Ban Studded tires.

Asphalt "dust" is

very toxic to

breathe !!

He said he's a "Liberal"

Sending comments

via Mail.

3/12/13

Alaska State Legislature

Please enter into the record my testimony to the TRANSPORTATION Committee
committee name

committee on House Bill # 193 dated 3-[illegible]-03
bill/subject STUDDED TIRE TAX

Studded Tires Tax

I know this bill will cause people to go another year on their bald tires. It will cause them to not change their summer tires to studded tires. It is a tax that will jeopardize peoples safety!

Signed: Sean Ranahan

Testifying: Six Robblees Inc.

Representing (Optional)

2281 E. Sun Mtn. Ave. Wasilla AK 99654
Address

(907) 376-8000
Phone No.

FAX TO H.L.U. AT 907-376-3180

Alaska State Legislature

Please enter into the record my testimony to the House Transportation committee name

committee on HB 173 bill/subject . dated Tuesday, March 25

Signed: Richard Nordness

Testifier Richard NORDNESS

Representing (Optional) NW Tire Dealers Assoc.

Address Kennewick Washington

Phone No. 509-735-1991

WASHINGTON STATE TIRE DEALERS ASSOCIATION
OREGON TIRE DEALERS ASSOCIATION, INC.

North West Tire Dealers Assoc.

Senate Finanace Committee Hearing on Studded Tires
March 28, 2003

My name is Richard Nordness and I am the executive director of the Northwest Tire Dealers Association. We appreciate being able to make comments on Senate Bill # 106 on behalf of our Alaska members.

Our association is very concerned about automotive safety issues, and certainly the use of studded tires is a big winter safety issue for our customers. We believe that studded tires are an important safety factor for most Alaska residence in a wide area of the state. And that is why we are in opposition of SB 106, which would impose a $10 per tire tax on studded tires in the State of Alaska.

We believe that a $10 per tire tax on studded tires would have a negative affect on winter driving safety in our state:

* It would take the safety of having studded tires away from many residence who could not afford $10 per tire or $40 per set of four.
* It would mean fewer drivers who need studded tires would not have the use of this safety device, thus causing more accidents, property damage, injury and even more winter traffic deaths. This tax would be a hardship on drivers all over the state, as most winters these folks need studded tires to get to work or school and home again.

We are also opposed to SB 106 because it would require the tire dealers to be the tax collectors. We are retailers providing goods and services to our customers. We don't want to be the bad guys who are collecting a $40 tax from our customers who can't afford it, especially in this economy.

Our Oregon and Washington legislators several years ago looked at using "light weight" steel studs in stead of the heavy weight studs that they were using, which by the way is the stud that is being sold in Alaska. There are several studies that show the reduction of surface wear when using the "light weight" stud.

We would encourage you to look into the idea of using the "light weight" steel stud as an alternative to the heavy stud tax of SB 106. I would be happy to supply you information on the "Light weight" stud and the Oregon and Washington "light weight" stud requirements.

P. O. BOX 6146 • SUITE E • KENNEWICK, WA • 99336 • Telephone (509) 735-1991 • (509) 735-2856

Alaska State Legislature

Please enter into the record my testimony to the H. TRANSPORTATION committee name

committee on HB173 / STUDDED TIRE FEE dated MARCH 2, 2003.
bill/subject

FOR THE RECORD, ALL PROVINCES WITHIN CANADA, EXCEPT ONTARIO, DO ALLOW THE USE OF STUDDED TIRES IN WINTER MONTHS. I BELIEVE THAT IN CERTAIN CONDITIONS (SPECIFICALLY DEEP SNOW & I.C.E.), STUDDED TIRES OFFER THE HIGHEST DEGREE OF SAFETY.

Signed: [signature] MEL HENNIG
Testifier

Western Canada Tire Dealers
Representing (Optional)

1146 Selo Place Regina, SK S4S 7H7
Address

(306) 584-2113
Phone No.

FISCAL NOTE

STATE OF ALASKA
2003 LEGISLATIVE SESSION

Fiscal Note Number: 1
Bill Version: HB 173
(H) Publish Date: 3/5/03

Revision Date/Time (Note if correction):
Dept. Affected: Revenue
Title: Studded tire surcharge
BRU: Revenue Operations
Component: Tax Division
Sponsor: Rules Committee
Requester: Governor
Component No.: 2476

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009
Personal Services	43.9	43.9	43.9	43.9	43.9	43.9
Travel	5.0	2.0	2.0	2.0	2.0	2.0
Contractual	8.0	3.0	3.0	3.0	3.0	3.0
Supplies	2.0	1.0	1.0	1.0	1.0	1.0
Equipment	2.5					
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING	**61.4**	**49.9**	**49.9**	**49.9**	**49.9**	**49.9**
CAPITAL EXPENDITURES						
CHANGE IN REVENUES ( )	**1,950.0**	**1,950.0**	**1,950.0**	**1,950.0**	**1,950.0**	**1,950.0**

FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF	61.4	49.9	49.9	49.9	49.9	49.9
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type–Do not abbreviate)						
TOTAL	**61.4**	**49.9**	**49.9**	**49.9**	**49.9**	**49.9**

Estimate of any current year (FY2003) cost: 0.0
Mark this box (X) if funding for this bill is included in the Governor's FY 2004 budget proposal:

POSITIONS

Full-time	1	1	1	1	1	1
Part-time						
Temporary						

ANALYSIS: *(Attach a separate page if necessary)*

This legislation would impose a $10 per tire surcharge on all studded tires sold in Alaska, effective July 1, 2003. Businesses would be required to file monthly reports and remit payments to the Department of Revenue. The surcharge would be collected by the seller of the studded tire, such as tire dealers, service stations, garages, etc. Businesses would be allowed to retain 5% of the amount collected, not to exceed $1,000 in any calendar quarter, to cover expenses in collecting and remitting the surcharge.

Based on projections from the Department of Transportation and Public Facilities, the surcharge would raise an estimated $2 million a year -- minus the 5% commission. This is based on the assumption that about 40% of all passenger vehicles and pickup trucks in the state use studded tires on all four wheels, and that vehicle owners replace their studded tires every five years.

The operations cost includes one Tax Technician II (Range 12) to administer and collect the surcharge. The Department expects several hundred businesses statewide will be included in this new program.

Prepared by: Larry Persily, Deputy Commissioner
Phone 465-5469
Division: Department of Revenue
Date/Time 3/3/03 4:03 PM
Approved by: Larry Persily, Deputy Commissioner
Date 3/3/2003
Agency: Department of Revenue

(Revised 9/2002 OMB)

C... /TTEE COPY

HB

213

STATE OF ALASKA

Interim:
119 North Cushman, Rm. 205
Fairbanks, Alaska 99701
(907) 456-7423
Fax: (907) 451-9293

Session:
State Capitol Building
Juneau, Alaska 99801
(907) 465-3466
Fax: (907) 465-2937

REPRESENTATIVE JIM HOLM
DISTRICT 9

February 5, 2004

Representative Tom Anderson, Chair
House Labor and Commerce Committee

Dear Representative Anderson,

When HB 213 had its final hearing in the Transportation Committee, Representative Dan Ogg expressed concern that it unfairly limits fishing families. An amendment was never adopted to solve the problem, but in discussion after the meeting he agreed that the following change would be fine:

Page 2, Line 29, change "employment" to "work."

This would grant an exception for families with teenage children who work in the family fishing business but are not actually "employed."

Thanks.

Barbara

Barbara Cotting
For Representative Jim Holm

Toll Free: 1-866-465-3466
Representative_Jim_Holm@legis.state.ak.us
Official Business

HOUSE COMMITTEE REPOPT

(7)

Date Referred to Committee: March 26, 2003 **FURTHER REFERRALS: Labor and Commerce**

Date of Committee Action: 2/3/4

The TRANSPORTATION Committee considered: **HB 213**

HOUSE BILL NO. 213 **PROVISIONAL DRIVER'S LICENSE**

"An Act relating to a provisional driver's license and to issuance of a driver's license; and providing for an effective date."

Recommends it be replaced with [ ] HCS *or* [✓] CS *for* HB 213 (TRA)
For Senate Bills with new title: [ ] Technical Title [ ] New Title: HCR_____ **[ ] Same Title [ ] New Title**

[ ] attach amendments
[ ] add new referral to _____Committee
[ ] Letter of Intent_____Committee

List of Abbrev for Depts.:
ADM
CED
COR
CRT
EED
DEC
DFG
GOV
HSS
LEG
LAW
LWF
MVA
DNR
DPS
REV
DOT
UA

NEW FISCAL NOTES
*Assigned by Chief Clerk's Office

List by Dept(s):	*FN#	Fiscal	Indet.	Zero
DOA		✓		

PREVIOUS FISCAL NOTES

List by Dept(s):	FN#	Fiscal	Indet.	Zero

Signing with recommendations	Printed Last Name	DP	DNP	NR	AM
Mary Kapsner	KAPSNER			✓	
Allen Kookesh	KOOKESH			✓	
Beverly Masek	MASEK			✓	
[illegible]	OGG			✓	
[illegible]	Stepovich			✓	
[illegible]	Kohring				X
Chair: [illegible]	HOLM			✓	
Chair:					

ALASKA STATE LEGISLATURE

Representative Bruce Weyhrauch

HOUSE DISTRICT 4

ALASKA
STATE CAPITOL
JUNEAU, ALASKA
99801-1182

(907) 465-3744
FAX (907) 465-2273

Sponsor Statement

HB 213

Provisional Driver's License for Teen Drivers

Car crashes are a leading cause of death for teenagers in Alaska. While there isn't a silver bullet cure to this utter tragedy, recent studies prove that the Graduated Driver's License system is a giant step towards that cure.

HB 213 creates a three-tiered system whereby young drivers pursue their full, unrestricted driver's license. Currently, Alaska only requires a driver under 18 to obtain and hold a learner's permit for 6-months before testing for a driver's license.* Under HB 213 graduated licensing imposes a set of restrictions on the novice driver that relate to when they can drive, where they can drive, with whom and how.

At age 14, a person may be issued a Learner's Permit
At age 16, a person may be eligible for a Provisional License if

- The youth has held a learner's permit for 6 months
- Their parent certifies that the youth of at least 50 hours of driving experience, 10 of which were nighttime hours.
- The youth has not received a traffic citation or conviction for at least 6 months before applying.

Once the youth holds a Provisional License, they are subject to the following limitations for the first year of driving:

- Nighttime driving prohibited between 1am and 5 am
- No passengers except a parent or one person 25 yrs or older

12 months after the issuance of a Provisional License, the youth may apply to the department for an unrestricted license as long they have not received a traffic citation or conviction.

The Graduated Driver's License is a means for the young driver to gain experience while minimizing risk. As the driver gains experience, the provisions are gradually removed and the youth is eligible for an unrestricted driver's license.

Since the National Transportation Safety Board adopted its graduated driver licensing recommendations in 1993, the states have greatly changed their driver licensing practices The changes represent the most significant alteration of young driver licensing practices in over 50 years. Since 1993, 32 states have adopted comprehensive systems that include a three-stage GDL system with a minimum holding period for the learner's permit, and a nighttime driving restriction during the intermediate phase. Alaska ranks very low, only recently adopting a 6-month holding period for an instruction permit.

The goal is to limit teen exposure to risky driving situations during their first few months of licensure, a time when their crash rates are extremely high. States with such restrictions have been shown to have lower teen crash rates than states without. Parents indicate strong support for GDL and for the specific restrictions.

Graduated licensing laws work. Research published in October 2001 from two states with comprehensive laws that include both an extended learners' permit phase and a nighttime driving restriction – Michigan and North Carolina – reaffirms the effectiveness of graduated licensing. In Michigan, research shows that 16 year olds were 25 percent less likely to get into a crash; in North Carolina, the risk of a crash dropped by 23 percent. Further, in North Carolina, nighttime crashes involving 16 year olds declined by 43 percent and fatal crashes dropped by 57 percent.

---

* In 1997, with passage of HB 11, Alaska adopted a mandatory 6-month learner's permit for drivers under 18 yrs old.

Contact:
Rep. Bruce Weyhrauch
465-3744

March 31, 2003

Supporting Documentation for HB 213

Crash Statistics

- 2000 Alaska Traffic Accidents by age & severity
- Teen Crash Statistics

Attached Graduated Licensing Readings

1. Introduction: The Need for Graduated Driver Licensing. NHTSA
2. Traditional Driver Licensing vs. Graduated Driver Licensing, NHTSA
3. How Graduated Licensing is Effective, NHTSA
4. Graduated Licensing: A Blueprint for North America, Insurance Institute for Highway Safety & Traffic Injury Research Foundation, October 2001
    - Includes *U.S. Licensing Systems for Young Drivers* chart
5. Teenage Passengers in Motor Vehicle Crashes: A Summary of Current Research, Insurance Institute for Highway Safety, June 2001
6. From Age 16 to 16 ½, Status Report, Insurance Institute for Highway Safety, February 17, 2001.
7. Speech by Carol Carmody, Acting Chair, NTSB, to the GDL Symposium, November 2002.
8. Teenage Drivers: Patterns of Risk, by Allan Williams, Journal of Safety Research
9. Genesis of GDL, by Patricia Waller from the Journal of Safety Research
10. What We Know, What We Don't Know and What We Need to Know About GDL, by Hedlund, Shults and Compton, for the Journal of Safety Research.

Table A.7.1
Persons Involved in 2000 Alaska Traffic Accidents
by Age and Injury Severity

AGE	NUMBER OF PERSONS				
	No Injuries	Minor Injury	Major Injury	Fatal	TOTAL
Unknown	6,546	183	5	—	6,734
Under 4	789	57	7	3	856
4 — 10	1,299	232	15	2	1,548
11 — 15	1,161	269	22	3	1,455
16 — 20	4,983	1,021	73	26	6,103
21 — 25	3,097	691	48	7	3,843
26 — 30	2,445	551	36	10	3,042
31 — 35	2,161	444	38	5	2,648
36 — 40	2,532	543	44	6	3,125
41 — 45	2,455	453	36	7	2,951
46 — 50	1,948	439	33	15	2,435
51 — 55	1,496	301	7	5	1,809
56 — 60	952	181	15	3	1,151
61 — 64	462	97	15	—	574
65 — 70	457	104	8	3	572
71 — 74	254	45	3	2	304
75 — 80	256	53	10	4	323
81 — 85	98	23	—	4	125
Over 85	52	17	1	1	71
ALL AGES	33,443	5,704	416	106	39,669

Table A.7.2
Persons Involved in 2000 Alaska Traffic Accidents
by Month and Injury Severity

MONTH	NUMBER OF PERSONS				
	No Injuries	Minor Injury	Major Injury	Fatal	TOTAL
January	4,982	692	24	12	5,710
February	3,262	437	34	7	3,740
March	3,047	425	41	3	3,516
April	1,663	262	23	6	1,974
May	1,835	435	33	7	2,310
June	2,240	491	35	13	2,779
July	2,566	545	55	14	3,180
August	2,496	520	42	10	3,068
September	2,431	498	30	8	2,967
October	2,815	395	31	8	3,249
November	2,856	486	29	5	3,376
December	3,250	498	39	13	3,800
ALL YEAR	33,443	5,704	416	106	39,669

THE
FOLLOWING
DOCUMENT(S)
ARE
POOR
ORIGINAL
COPIES

Table D.1.2
Female Drivers In 2000 Alaska Traffic Accidents
Automobiles, Trucks, and Buses
Percent by Age and Injury Severity

AGE GROUP	PERCENT BY AGE GROUP				
	No Injuries	Minor Injury	Major Injury	Fatal	ALL
Unknown	3.9	0.8	0.0	0.0	3.3
Under 13	0.1	0.1	0.0	0.0	0.1
14 – 15	0.2	0.4	0.0	0.0	0.2
16 – 20	**17.5**	**15.6**	**15.4**	**28.6**	**17.2**
21 – 25	11.2	12.7	16.9	7.1	11.5
26 – 30	11.0	11.9	15.4	14.3	11.2
31 – 35	9.7	10.4	4.6	0.0	9.8
36 – 40	11.9	11.6	10.8	7.1	11.8
41 – 45	11.3	10.2	12.3	14.3	11.1
46 – 50	8.3	9.8	10.8	0.0	8.6
51 – 55	6.0	6.5	4.6	7.1	6.1
56 – 60	3.6	3.9	4.6	0.0	3.7
61 – 64	1.6	2.1	3.1	0.0	1.7
65 – 70	1.3	1.7	0.0	14.3	1.4
71 – 74	0.7	0.7	0.0	7.1	0.7
75 – 80	0.9	1.0	1.5	0.0	0.9
81 – 85	0.4	0.4	0.0	0.0	0.4
Over 85	0.2	0.3	0.0	0.0	0.2
ALL AGES	100.0	100.0	100.0	100.0	100.0

Table D.1.3
Female Drivers In 2000 Alaska Traffic Accidents
Automobiles, Trucks, and Buses
Percent by Injury Severity and Age

AGE GROUP	PERCENT BY INJURY SEVERITY				
	No Injuries	Minor Injury	Major Injury	Fatal	ALL
Unknown	95.5	4.5	0.0	0.0	100.0
Under 13	81.8	18.2	0.0	0.0	100.0
14 – 15	69.6	30.4	0.0	0.0	100.0
16 – 20	**81.6**	**17.6**	**0.6**	**0.2**	**100.0**
21 – 25	77.5	21.4	1.0	0.1	100.0
26 – 30	78.3	20.6	0.9	0.2	100.0
31 – 35	79.1	20.6	0.3	0.0	100.0
36 – 40	80.4	18.9	0.6	0.1	100.0
41 – 45	81.4	17.7	0.8	0.2	100.0
46 – 50	77.2	22.0	0.8	0.0	100.0
51 – 55	78.5	20.8	0.5	0.2	100.0
56 – 60	78.5	20.7	0.8	0.0	100.0
61 – 64	74.8	23.9	1.2	0.0	100.0
65 – 70	74.6	23.9	0.0	1.5	100.0
71 – 74	80.3	18.3	0.0	1.4	100.0
75 – 80	77.6	21.2	1.2	0.0	100.0
81 – 85	80.6	19.4	0.0	0.0	100.0
Over 85	75.0	25.0	0.0	0.0	100.0
ALL AGES	79.8	19.4	0.7	0.1	100.0

Table D.2.1
Male Drivers In 2000 Alaska Traffic Accidents
Automobiles, Trucks, and Buses
by Age and Injury Severity

AGE GROUP	NUMBER OF MALE DRIVERS				
	No Injuries	Minor Injury	Major Injury	Fatal	TOTAL
Unknown	668	21	1	—	690
Under 13	11	2	—	1	14
14 – 15	30	3	2	2	37
16 – 20	**1,926**	**297**	**14**	**11**	**2,248**
21 – 25	1,440	227	15	3	1,685
26 – 30	1,139	185	11	5	1,340
31 – 35	1,078	153	16	2	1,249
36 – 40	1,217	199	20	1	1,437
41 – 45	1,246	166	16	4	1,432
46 – 50	1,063	150	10	6	1,229
51 – 55	840	102	2	2	946
56 – 60	511	58	6	1	576
61 – 64	264	28	4	—	296
65 – 70	264	38	6	1	309
71 – 74	141	19	3	1	164
75 – 80	141	16	5	1	163
81 – 85	42	5	—	1	48
Over 85	28	6	1	1	36
ALL AGES	12,049	1,675	132	43	13,899

Table D.2.2
Male Drivers In 2000 Alaska Traffic Accidents
Automobiles, Trucks, and Buses
Percent by Age and Injury Severity

AGE GROUP	PERCENT BY AGE GROUP				
	No Injuries	Minor Injury	Major Injury	Fatal	ALL
Unknown	5.5	1.3	0.8	0.0	5.0
Under 13	0.1	0.1	0.0	2.3	0.1
14 – 15	0.2	0.2	1.5	4.7	0.3
16 – 20	**16.0**	**17.7**	**10.6**	**25.6**	**16.2**
21 – 25	12.0	13.6	11.4	7.0	12.1
26 – 30	9.5	11.0	8.3	11.6	9.6
31 – 35	8.9	9.1	12.1	4.7	9.0
36 – 40	10.1	11.9	15.2	2.3	10.3
41 – 45	10.3	9.9	12.1	9.3	10.3
46 – 50	8.8	9.0	7.6	14.0	8.8
51 – 55	7.0	6.1	1.5	4.7	6.8
56 – 60	4.2	3.5	4.5	2.3	4.1
61 – 64	2.2	1.7	3.0	0.0	2.1
65 – 70	2.2	2.3	4.5	2.3	2.2
71 – 74	1.2	1.1	2.3	2.3	1.2
75 – 80	1.2	1.0	3.8	2.3	1.2
81 – 85	0.3	0.3	0.0	2.3	0.3
Over 85	0.2	0.4	0.8	2.3	0.3
ALL AGES	100.0	100.0	100.0	100.0	100.0

D. OCCUPANTS OF AUTOMOBILES, TRUCKS, AND BUSES

Table D.1.1
Female Drivers In 2000 Alaska Traffic Accidents
Automobiles, Trucks, and Buses
By Age and Injury Severity

AGE GROUP	NUMBER OF FEMALE DRIVERS				
	No Injuries	Minor Injury	Major Injury	Fatal	TOTAL
Unknown	297	14	–	–	311
Under 13	9	2	–	–	11
14 – 15	16	7	–	–	23
16 – 20	**1,336**	**288**	**10**	**4**	**1,638**
21 – 25	853	236	11	1	1,101
26 – 30	836	220	10	2	1,068
31 – 35	741	193	3	–	937
36 – 40	908	214	7	1	1,130
41 – 45	864	188	8	2	1,062
46 – 50	636	181	7	–	824
51 – 55	457	121	3	1	582
56 – 60	277	73	3	–	353
61 – 64	122	39	2	–	163
65 – 70	100	32	–	2	134
71 – 74	57	13	–	1	71
75 – 80	66	18	1	–	85
81 – 85	29	7	–	–	36
Over 85	15	5	–	–	20
ALL AGES	7,619	1,851	65	14	9,549

Table D.3.1[8]
All Drivers In 2000 Alaska Traffic Accidents
Automobiles, Trucks, and Buses
by Age and Injury Severity

AGE GROUP	NUMBER OF DRIVERS				
	No Injuries	Minor Injury	Major Injury	Fatal	TOTAL
Unknown	1,982	36	1	—	2,019
Under 13	20	4	—	1	25
14 — 15	46	10	2	2	60
16 — 20	3,265	585	24	15	3,889
21 — 25	2,295	464	26	4	2,789
26 — 30	1,980	405	21	7	2,413
31 — 35	1,820	346	19	2	2,187
36 — 40	2,126	413	27	2	2,568
41 — 45	2,114	354	24	6	2,498
46 — 50	1,702	331	17	6	2,056
51 — 55	1,298	223	5	3	1,529
56 — 60	788	131	9	1	929
61 — 64	386	68	6	—	460
65 — 70	365	70	6	3	444
71 — 74	198	32	3	2	235
75 — 80	208	34	6	1	249
81 — 85	71	12	—	1	84
Over 85	43	11	1	1	56
ALL AGES	20,707	3,529	197	57	24,490

[8]Tables D.3.1, D.3.2, and D.3.3 include drivers where sex was not indicated on the accident form.

Table D.3.2
All Drivers In 2000 Alaska Traffic Accidents
Automobiles, Trucks, and Buses
Percent by Age and Injury Severity

AGE GROUP	PERCENT BY AGE GROUP				
	No Injuries	Minor Injury	Major Injury	Fatal	ALL
Unknown	9.6	1.0	0.5	0.0	8.2
Under 13	0.1	0.1	0.0	1.8	0.1
14 — 15	0.2	0.3	1.0	3.5	0.2
16 — 20	15.8	16.6	12.2	26.3	15.9
21 — 25	11.1	12.1	13.2	7.0	11.4
26 — 30	9.6	11.5	10.7	12.3	9.9
31 — 35	8.8	9.8	9.6	3.5	8.9
36 — 40	10.3	11.7	13.7	3.5	10.5
41 — 45	10.2	10.0	12.2	10.5	10.2
46 — 50	8.2	9.4	8.6	10.5	8.4
51 — 55	6.3	6.3	2.5	5.3	6.2
56 — 60	3.8	3.7	4.6	1.8	3.8
61 — 64	1.9	1.9	3.0	0.0	1.9
65 — 70	1.8	2.0	3.0	5.3	1.8
71 — 74	1.0	0.9	1.5	3.5	1.0
75 — 80	1.0	1.0	3.0	1.8	1.0
81 — 85	0.3	0.3	0.0	1.8	0.3
Over 85	0.2	0.3	0.5	1.8	0.2
ALL AGES	100.0	100.0	100.0	100.0	100.0

SAVING TEENAGE LIVES

Appendix C

Teen Crash Statistics

- Motor vehicle crashes are the leading cause of death for American teenagers.
- In 1997, 5,477 young people (passengers and drivers age 15-20) died in motor vehicle crashes. Twenty-one percent of the young drivers involved in fatal crashes had been drinking.
- Young people age 15-20 make up 6.7 percent of the total driving population in this country but are involved in 14 percent of all fatal crashes.
- In 1997, over 60 percent of youth (16-20) who died in passenger vehicle crashes were not wearing seat belts.
- In 1997, almost one quarter (22 percent) of those who died in speed-related crashes were youth (15-20).
- In the last decade, over 68,000 teens have died in car crashes.
- Sixty-five percent of teen passenger deaths occur when another teenager is driving.
- Nearly half of the fatal crashes involving 16-year-old drivers were single vehicle crashes.
- Forty-one percent of fatal crashes involving teenagers occur at nighttime (between 9:00 p.m. and 6:00 a.m.).
- One quarter of fatally injured teen drivers (16-20 years old) in 1995 had a BAC (blood alcohol concentration) at or above .10 percent, even though all were under the minimum legal drinking age and are not legally permitted to purchase alcohol.
- Two out of three teenagers killed in motor vehicle crashes are males.

SAVING TEENAGE LIVES

Section I

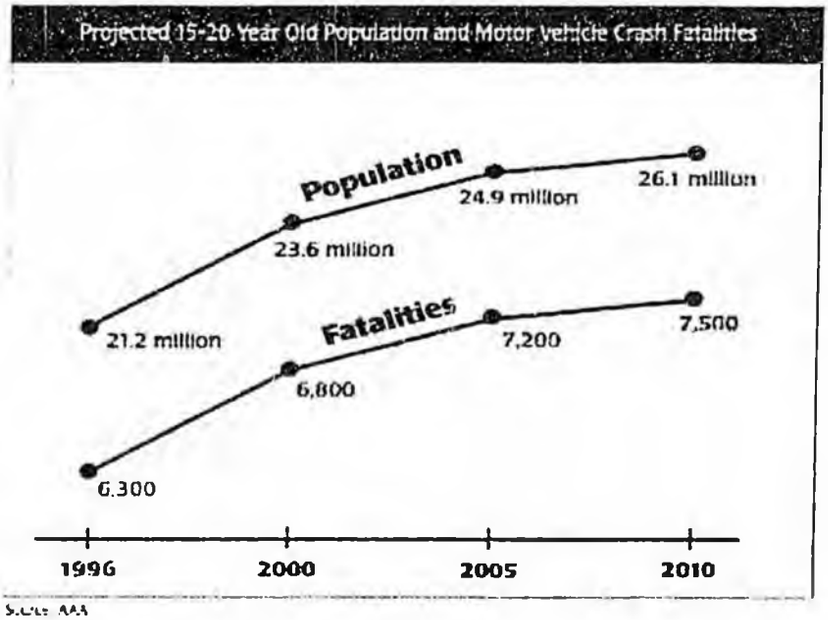
Introduction: The Need for Graduated Driver Licensing

In 1996, 6,319 young people age 15-20 died in motor vehicle crashes. Even though this age group makes up only seven percent of the driving population, they are involved in 14 percent of all traffic fatalities.

The Teen Driving Problem

It has been said many times that children are our most precious resource. While parents throughout time have loved their children enormously, today's parents have taken this saying to heart in more visible ways than previous generations. From the "CautionBaby on Board" window decals of the early 1980s to the ubiquitous "My child is an honor student at" bumper stickers of today, modern parents use the family car as a billboard to showcase their parental pride and their children's accomplishments.

But the same motor vehicle that goes from school to soccer to piano-in which Mom, Dad and the kids seem to livemay also be the vehicle in which our teenagers die. Motor vehicle crashes are the leading cause of death for young people 15 to 20 years of age, causing roughly one-third of all fatalities in this age group. In 1996, 6,319 young people age 15-20 died in motor vehicle crashes. Even though this age group makes up only seven percent of the driving population, they are involved in 14 percent of all traffic fatalities. In 1996, teens were involved in more than two million non-fatal traffic crashes. Based on population projections, these numbers will go up unless we intervene. (See chart below.)



Source: AAA

On the basis of miles driven, teenagers are involved in three times as many fatal crashes as are all drivers. Why do young drivers have such poor driving performance? Three factors work together to make the teen years so deadly for young drivers:

- Inexperience
- Risk-taking behavior and immaturity
- Greater risk exposure

Inexperience: All young drivers start out with very little knowledge or understanding of the complexities of driving a motor vehicle. Like any other skill, learning to drive well takes a lot of time. Technical ability, good judgment and experience all are needed to properly make the many continuous decisions, small and large, that add up to safe driving. By making it so easy to get a driver licenseby literally handing teenagers the car keys without requiring an extended period of supervised practice-driving timewe are setting them up for the risk of making a fatal mistake.

Risk-taking behavior and immaturity: Adolescent impulsiveness is a natural behavior, but it results in poor driving judgment and participation in high-risk behaviors such as speeding, inattention, drinking and driving, and not using a seat belt. Peer pressure also often encourages risk taking.

Greater risk exposure: Teens often drive at night with other teens in the vehicle, factors that increase crash risk.

Teen drivers are different from other drivers, and their crash experience is different. Compared to other drivers, a higher proportion of teenagers are responsible for their fatal crashes because of their own driving errors:

- A larger percentage of fatal crashes involving teenage drivers are single-vehicle crashes compared to those involving other drivers. In this type of fatal crash, the vehicle usually leaves the road and overturns or hits a roadside object such as a tree or a pole.
- In general, a smaller percentage of teens wear their seat belts compared to other drivers.
- A larger proportion of teen fatal crashes involve speeding, or going too fast for road conditions, compared to other drivers.
- More teen fatal crashes occur when passengersusually other teenagers are in the car than do crashes involving other drivers. Two out of three teens who die as passengers are in vehicles driven by other teenagers.

Crash Involvement Rates by Driver Age

Age	All Crashes Per Million Miles	Fatal Crashes Per 100 Million Miles	All Crashes Per 1,000 Population	Fatal Crashes Per 100,000 Population
16	43	17	84	33
17	30	13	101	42
18	16	8	103	52
19	14	7	95	48
16-19	20	9	96	44
20-24	10	5	61	41
25-29	6	3	64	33
30-34	5	2	51	26
35-39	4	2	47	23
40-44	4	2	42	20
45-49	4	2	39	18
50-54	4	2	34	18
55-59	4	2	31	16
60-64	4	3	27	16
65-69	7	4	27	16
70-74	8	5	25	17
75-	12	12	18	17

Source: Insurance Institute for Highway Safety Highway Loss Research Bulletin #452 April 1996

Effective remedies exist for controlling these risk factors and reducing traffic crash fatalities among young drivers without seriously encroaching on their need to get around. Graduated driver licensing combines a number of measures proven to be effective in fostering safer driving behavior in young drivers. In **Ontario, Canada,** and in **New Zealand**where graduated driver licensing is in effectcrash deaths and injuries for teenage drivers have been reduced. **Maryland,** which has a nighttime driving restriction, and **California** have shown reductions in both fatal crashes and traffic violations among young drivers.

With graduated driver licensing, new drivers typically go through a **three-stage process** that involves their gradual introduction to full driving privileges. By restricting **when** teenagers may drive, and **with whom,** graduated driver licensing allows new drivers to gain much-needed on-the-road **experience** in controlled, lower-risk settings. It also means that a teenager will be a little older and more mature when he or she gains a full, unrestricted license. After the

young driver demonstrates responsible driving behavior, restrictions are systematically lifted until the driver "graduates" to full driving privileges.

This manual explains what graduated driver licensing is and why it is so important for every jurisdiction to take steps towards its implementation.

Section II

Traditional Driver Licensing vs. Graduated Driver Licensing

The Traditional Driver Licensing Process

Driver licensing is a function of state government. Each state has different rules and regulations, but the essential steps are similar. An individual applies to the Department of Motor Vehicles or other licensing agency for a driver license. He or she usually must pass a written knowledge test and a vision test before scheduling a road test with the driver license examiner. New drivers must demonstrate basic driving skills in a road test.

In 35 states, a learner's permit is required for novice drivers. Teens under 18 must have parental permission to apply for a learner's permit. Learner's permits automatically expire in all states except Virginia. The expiration ranges from 60 days to six years. Most states place only minimal limitations on driving with a learner's permit. For instance, only 19 have any limits on nighttime driving.1

A comprehensive evaluation of state driver licen-sing codes by the Insurance Institute for Highway Safety concluded that current driver licensing practices "allow a quick and easy route through the learning phase" and place too little emphasis on supervised practice and training.1 Most highway safety experts agree that it is too easy to get a driver license in this country. Driving a motor vehicle is dangerous, yet the requirements and testing are minimal. It is entirely conceivable that an inexperienced young driver could pass a road test and receive a full, unrestricted driver license with almost no "real world" driving experience. A graduated driver licensing system addresses this problem by controlling the circumstances under which

beginning teenage drivers may get behind the wheel.

The Graduated Driver Licensing Process

A graduated driver licensing system allows young drivers to acquire safe driving practices and attitudes as they progress through a three-stage process of licensure.

This system has several distinct advantages over the traditional driver licensing system. Graduated driver licensing gives young, novice drivers:

- Practice in developing driving skills over an extended period of time, leading to greater experience, maturity and judgment;
- Increased time in supervised behind-the-wheel training during daylight and nighttime hours;
- Education in basic and advanced driving skills and safety knowledge; and
- Motivation to practice safe driving skills and behavior by requiring a crash-free/conviction-free driving performance prior to full licensure.

The Three Stages of Graduated Licensing

Learner's permit:
Supervision is required at all times, and other restrictions also apply. This period includes basic driver education and requires that no crashes or convictions occur before the learner advances. There are restrictions on carrying teenage passengers, there can be no violations for failing to wear a seat belt and there is zero alcohol tolerance.

Intermediate license (or provisional license or junior license):
Fewer restrictions are imposed; for example, unsupervised driving is permitted during daylight hours. This period may include advanced driver education and continues to require zero alcohol tolerance and no at-fault crashes or convictions before advancing the driver to the final stage.

Full license (or unrestricted license):
All driving restrictions are removed (except for applicable laws, such as zero alcohol tolerance for drivers under 21).

Core and Recommended Components

All graduated driver licensing systems contain certain core components in order to be effective. Other components are

recommended and should be considered for any new or expanded program.

Stage 1 - Learner's Permit
This stage allows the young novice driver the opportunity to practice basic driving skills and safe driving practices under totally supervised conditions.

Minimum eligibility requirements:

- Meet the minimum age required by the state (currently varies from age 14 to age 17; no younger than age 16 is recommended);
- Pass vision and knowledge tests, including rules of the road, signs and signals.

Core components:

- All driving must be supervised by a licensed parent, guardian or adult at least 21 years old;
- Permit holder must complete basic driver education including behind-the-wheel/vehicle skills training;
- All vehicle occupants must wear seat belts;
- Zero alcohol tolerance for those under age 21;
- Permit is cancelled if applicant is convicted of any alcohol-related offense;
- Applicant must remain free of at-fault crashes and convictions for at least six consecutive months in order to move to the next stage; and
- Minimum holding period of six months;
- Permit is visually distinctive from other driver licenses.

Recommended components:

- Parental participation in the driving process (for instance, certifying that the novice driver has had a minimum number of supervised hours of driving);
- Youth-oriented and more rapid driver improvement actions are taken in the event of violations or at-fault crashes;
- Limitations on speed and types of roads where driving is allowed; and
- Limitations on carrying teenage passengers.

Stage 2 - Intermediate License

This stage gives the young driver behind-the-wheel practice under less restrictive circumstances and exposes the driver to more demanding driving situations. It provides an opportunity forthe new driver to use newly acquired driving and decision-making skills by

allowing unsupervised driving during daylight hours.

Minimum eligibility requirements:

- Successfully complete the learner's permit stage;
- Meet the minimum age required by the state; and
- Pass on-road driving test.

Core components:

- Restricted nighttime hours of driving unless supervised by a licensed parent, guardian or adult at least 21 years old (for instance, only supervised driving from 10:00 p.m. to 5:00 a.m.);
- All vehicle occupants must wear seat belts;
- Zero alcohol tolerance for those under age 21;
- Successfully complete driver education;
- License revocation for any alcohol-related offense;
- Youth-oriented and more rapid driver improvement actions are taken in the event of violations or at-fault crashes; and
- Applicant must remain free of at-fault crashes and convictions for at least twelve consecutive months in order to move to the next stage.
- License is visually distinctive from other driver licenses.

Recommended components:

- Parental participation in the driving process (for instance, certifying that the novice driver has had a minimum number of supervised hours of driving);
- Limitations on speed and types of roads where driving is allowed; and
- Limitations on carrying teenage passengers.

Stage 3 - Full License

This stage allows unlimited driving privileges.

Minimum eligibility requirements:

- Successfully complete the intermediate license stage;
- Meet the minimum age required by the state; and
- Zero alcohol tolerance for those under age 21.

Recommended components:

- Downgrade to a provisional license for drivers whose licenses have been suspended or revoked, and require a crash-free/violation-free period of time prior to re-obtaining

full license until age 21;
- Pass second level knowledge test and on-road driving test; and
- Successfully complete advanced driver education.

Refer to Appendix B for a chart of states that have one or more of the core components of a model graduated licensing law, as developed by the National Committee on Uniform Traffic Laws and Ordinances (Appendix A).

Section III

How Graduated Driver Licensing is Effective

Addressing the Problems

Young novice drivers are a highway safety problem for many reasons, primarily a combination of immaturity, inexperience and high-risk driving exposure. This is true for teenagers everywhere, but it is a particular problem in the United States, where more teenagers have cars or have access to a family car than in any other nation. Teenagers are also more likely to drive older and smaller cars, are less likely to wear seat belts, and are more likely to have multiple teenage passengers.

Traditional approaches-high school driver education, a learner's permit and perhaps stepped up penalties for infractions-have not had as great an impact on reducing the incidence of teen crashes and convictions as anticipated. In fact, there is some evidence that early driver education classes may encourage younger licensure, thereby increasing risk exposure.

On the other hand, graduated driver licensing has been shown to be effective by:

- Expanding the learning process;
- Reducing risk exposure;
- Improving driving proficiency; and
- Enhancing motivation for safe driving.

Let's look at each of these four benefits.

Expanding the learning process

Graduated driver licensing

Graduated driver licensing lengthens the learning process. The longer the period of time that elapses between issuance of the first permit to the full, unrestricted license, the more maturity and experience the novice driver will accumulate and the better his or her driving

has been shown to be effective by:

Expanding the learning process;

Reducing risk exposure;

Improving driving proficiency; and

Enhancing motivation for safe driving.

performance will be. The learning experience for driving cannot be rushed. As with any complex task, it takes time to assimilate the skills and information needed to perform the job adequately.

Reducing risk exposure

Graduated driver licensing allows young drivers to gain much-needed driving experience in controlled, lower risk circumstances, such as nighttime driving restrictions, passenger limitations, required restraint use for all occupants, and license sanctions that kick in at a lower threshold (e.g., first conviction for a serious violation).

These exposure-reducing components work in two ways. First, they catch young drivers early when they make mistakes or errors in judgment and allow correction. Second, they serve as a motivating factor for teens to study for tests, drive safely and avoid risks in the first place.

Percentage of Fatal Crashes With Various Characteristics, by Driver Age, 1993

	Driver Age		
	16	17-19	20-49
Single Vehicle	44	37	29
Driver Error	82	74	62
Speeding	37	33	32
3+ Occupants	33	27	18
0.10+ Percent BAC*	5	28	48
Female Driver	34	27	29

*BAC=Blood Alcohol Concentration. In most states, 0.10 percent is the legal BAC threshold.

Source: Insurance Institute for Highway Safety (Status Report - December 17, 1994)

Improving driving proficiency

Placing limits on teen mobility may reduce driving exposure, but driving proficiency can be improved through measures that emphasize getting teens behind the wheel to practice. These components encourage the intermediate licensee to make safe driving decisions while driving to reduce risk. They include: multi-level instruction coupled with multi-level testing (giving inexperienced drivers the opportunity to first learn then practice the basics before moving on to learning and practicing more advanced skills); parental guidance; driver improvement courses; and delayed re-testing after failure.

Enhancing motivation for safe driving

Graduated driver licensing not only helps the novice driver better cope with risks, but also enhances the motivation to drive safely and "play by the rules." Restrictions are lifted as rewards for good driving, and sanctions are imposed for violations. For young drivers, the worst sanction may be the delay that keeps them in an earlier stage longer, while their peers advance to the next level. By making relief from restrictions contingent upon a good driving record, graduated driver licensing provides incentive to drive safely.

How the Community Can Promote Graduated Driver Licensing

Everyone has a role to play in promoting graduated driver licensing and helping it succeed. Here are just a few examples:

Parents-

Parents or guardians are essential. While no system should put all the burden on parents, a graduated driver licensing system emphasizes parental supervision (e.g., providing driving practice, determining when and where driving is done, etc.) and parental certification that practice hours have been completed as required. Graduated driver licensing encourages parents to actively take part in preparing their teenagers for driving. It provides an opportunity for parents to serve as positive role models for their children.

Traffic Safety Education Field -

Driver education works better with a graduated driver licensing system, which provides an incentive for formal instruction. The current high school driver education system can be adapted to fit well within a graduated driver licensing system. This would require the course to be divided into two or three discrete phases, with practice sessions and testing at the end of each segment.

Modern communications tools such as home video and interactive computer learning materials can supplant or augment classroom training prior to behind-the-wheel practice. Training programs and materials should not focus on how to pass the test but rather how to incorporate the appropriate skills, attitude and behavior to be

a safe, successful driver. Such a program should also include information on other aspects of transportation safety, such as pedestrian safety, bicycle safety, the need for occupant protection, and the importance of motorcycle helmets. Programs should also cover transportation issues such as alternate transport, trip planning and vehicle preparation and actions to take in an emergency. And, where there is a choice, teens should be encouraged to drive safer vehicles.