MONTANA STATE SENATE JUDICIARY COMMITTEE MINUTES OF THE MEETING

January 17, 1985

The eighth meeting of the Senate Judiciary Committee was called to order at 10:05 a.m. on January 17, 1985, by Chairman Joe Mazurek in Room 325 of the Capitol Building.

ROLL CALL: All committee members were present, with the exception of Senator Galt, who was excused.

ACTION ON SB 27: Senator Daniels stated he felt the concept of this bill was good, but there has not been any overwhelming urgency from the clerks, so he does not propound the bill with any intensity. Senator Towe stated he would make a pitch for the bill if we can bring about more uniformity in treating the filing of cases and handling the volume of files. He feels that is the real advantage, and it will improve the administration of justice greatly. Senator Pinsoneault reiterated the importance of what it will do for justice court clerks and, therefore, believes the investment is worth the improvement. Senator Yellowtail reiterated what he said yesterday that he had contacted the clerks becuase he was surprised there was no support from the clerks. Crippen stated he also contacted his clerks, and his clerk liked the idea but wondered if it should be held in Helena. Senator Crippen stated now we have set up a mechanism where we say they must go but don't provide a penalty for failure to attend. Mr. Petesch said failure to perform a statutory duty would be grounds for a misfeasance charge. Senator Pinsoneault suggested unless the clerks attend within their first term of office, they would not be eligible to run for office for another term. Senator Brown moved that SB 27 be recommended DO PASS AS AMENDED. Senator Mazurek stated he thought the concept of the bill is good, but felt we may be paying for an annual convention for the clerks but not any other county office, and he had some concerns about that. Senator Brown asked if they should pay for it themselves. Senator Mazurek said the counties already pay for some clerks to attend the convention. The motion passed with Senators Galt, Shaw, and Mazurek voting in opposition.

ACTION ON SB 30: Senator Towe stated using the figure 22 points, you will eliminate most notices, because if a drunk driver gets two DUIs, he will have only 20 points, and he will get notice in the schools that he goes to, because they are mandatory. At 22 points, we should pick up some that may have missed getting notice otherwise. Senator Towe stated

Mr. Majerus says the cost will be \$8,000 the first year and \$6,000 the second year. based on 3,300 persons who will have 22 points and will require notices. Senator Towe moved SB 30 be amended as follows:

Title, line 6.

Following: "ACCUMULATED"

Strike: "15" Insert: "22"

Page 1, line 15.

Following: "accumulated"

Strike: "15" Insert: "22"

The motion carried unanimously. Senator Towe moved to further amend the bill as follows:

Page 1, line 19.

Following: "offender."

Insert: "The notice may be by mail. Failure to receive the notice shall not affect the accumulation of points and shall not be a defense to the charge of an habitual traffic offender."

The motion carried unanimously. Senator Towe moved the committee recommend the bill DO PASS AS AMENDED. He does think there are some people who get to that point where they are close to losing their licenses, and it comes as a shock. Senator Crippen says about 10% of the people involved are the ones we are talking about. He recalls testimony that those are the hard cases and with an exception, they are not going to care one way or the other. He believes you suffer the consequences of your actions. He questioned why the state should expend sums of money in trying to be fair to them and wondered if this were getting beyond the bounds of what the state should be doing. Senator Pinsoneault says we are teaching responsibility. He believes driving is a privilege, and we should do whatever we have to do to protect that privilege. He did not believe we should create a law for four or five people. He felt that for the benefit, it was not worth the expenditure. A roll call vote indicated the motion failed (see Exhibit 1). Senator Shaw moved that SB 30 be recommended DO NOT PASS AS AMENDED. A roll call vote indicated the motion carried (see Exhibit 2).

ACTION ON SB 3 AND TABLING OF SB 97: Senator Crippen distributed additional testimony from Mr. Manion of the Montana Automobile Association (see Exhibit 3). He stated the intent of SB 3 and SB 97 is the same, but the wording is different; in addition, the effective date is different. Senator Daniels moved that these bills be consolidated into

a committee bill and the committee then debate on that specific bill rather than dealing with two separate bills containing the same idea. Senator Daniels later withdrew his motion. Senator Shaw moved SB 97 be tabled and SB 3 be recommended DO PASS. Mr. Petesch said Mr. Males made the suggestion for both the constitution and the statute to adopt the federal language. The federal bill uses the words, purchase and public possession, although no where in the act do they refer to purchase and public possession, with the title referring only to establishing the drinking age. Senator Mazurek asked if public possession prohibited private possession. Senator Crippen stated he wants to change the constitution to provide for purchase or public possession. He was concerned with the consumption, purchase, and possession of alcoholic beverages and believed public possession would open up a big can of worms. Senator Towe is not convinced that the language should be changed in the constitution, but believes we should do it in the statute. Senator Towe stated whether it is in the constitution or not, he believes Mr. Males made a valid point with his figures. There is this feeling that when you reach this magical age, you are now able to do everything. Senator Towe does not believe we should have everything take place at the same age. He suggested we ban consumption of alcohol of any kind for persons under the age of 18 and then wait and say the purchase of it for kids under 21 is prohibited. Senator Towe says he has no strong feeling on the constitution. Senator Shaw stated there is an overwhelming cry from the people that desire to have this done. He thinks when we change the language here, we change it in the constitution. He believes we should leave the language as it is here, because it will have a lot better chance of being passed by the people. Chairman Mazurek stated the motion to table SB 97 and give SB 3 a DO PASS recommendation would be considered separately. Senator Towe offered a substitute motion that the bill be amended by adding the word "purchasing" after the word "for" on page 1, line 17. Senator Towe later withdrew this motion. Senator Brown questioned what was the effect of this amendment. Senator Towe stated you can purchase without possessing. Senator Mazurek stated the sole question is do you want the drinking age in the constitution or do you want to leave it to the legislature.

The committee adjourned at 10:45 and reconvened at 11:20 a.m. after the conclusion of the State of the Judiciary Address by Chief Justice Jean Turnage. Consideration continued on the same bills.

Senator Daniels moved that SB 3 be amended as follows:

Page 1, line 24.

Following: "Montana"

Insert: "who are between the ages of 18 and 21"

Senator Towe withdrew his prior motion to allow discussion of Senator Daniel's motion. Senator Daniels stated he offered this amendment believing those that will be affected should be the ones to vote on this bill. Senator Shaw rose in objection. The motion failed unanimously. Senator Towe reinstated his prior motion to amend the bill as follows:

Title, line 8.
Following: line 7
Insert: "PURCHASING,"
Following: "CONSUMING"
Insert: ","

Page 1, line 17.
Following: "for"
Insert: "purchasing,"
Following: "consuming"

Insert: ","

A roll call vote indicated the motion carried with Senators Shaw, Daniels, and Mazurek voting in opposition (see Exhibit 4). moved that SB 3 be recommended DO PASS AS AMENDED. Senator Brown stated the concept is blackmail, but because of the money, he will have to vote in favor of it. Senator Shaw stated he doesn't think our young men develop earlier; he doesn't think their metabolism is ready for hard liquor or beer until they get down the road further. He supports the bill for these reasons, not because we are being blackmailed. Crippen stated he supports the bill. He again drew the committee's attention to the handout from the Montana Automobile Association distributed at the beginning of the meeting (see Exhibit 3), which handout indicates there are some states that do point out the fact that when there was an increase in drinking age from 19 to 21, there was in fact a reduction in deaths. Senator Crippen stated drinking affects those people who are under the age of 18 and on down the line, and it is the proximity to some of those people that can consume alcohol at 19 that is a problem. He does not believe raising the drinking age will solve the problem. He believes there are other compelling reasons, notwithstanding the blackmail, although he thinks that is a compelling reason also and we should keep that in mind. He believes alcohol affects all people. Senator Brown stated the statistical information is confusing, and it does not make a good case for the bill. He believes we are bringing about limited prohibition. Senator Brown stated earlier this week the House killed the open container bill that was introduced over there. He believes we are picking on a class that is a minority and is not sizeable enough to protect its own rights. He believes if we were serious about the problem, the open container bill would have gotten more support in the House. Senator Pinsoneault asked Mr. Petesch if Montana could support South Dakota in its efforts and not lose its own highway

moneys. Senator Blaylock stated all this does is give the legislature that authority, whereas you could do that with SB 2 instead. He questioned why since the worst age group is 15-24 year olds, why not put the age in this bill to 24. Senator Towe doesn't like to have to comply with the federal law, but if we we fiddle with it, he believes we are going to lose federal moneys. Senator Blaylock stated if we extoll the fact that our forefathers died for our country, and the fact the constitution gives states the right to set these ages, and he believes they are now trying by indirection to do what they cannot do by direction. A roll call vote indicated the motion to recommend SB 3 DO PASS AS AMENDED passed with Senators Blaylock and Daniels voting in opposition (see Exhibit 5). Senator Shaw moved that SB 97 be TABLED. The motion carried unanimously.

FURTHER CONSIDERATION OF SB 2 AND SB 98: SB 2 and SB 98 were then considered. Senator Towe proposed the following amendments to SB 98 which would in effect attempt to establish the idea that public possession and purchase of alcoholic beverages by persons under 21 would be prohibited:

Page 9, line 1. Following: "age"

Insert: "except as provided in 16-6-305"

Page 9, line 13, through line 6, page 10.

Strike: Section 6 in its entirety

Page 10, line 12.

Following: "beverages"

Insert: "and only if the federal law requiring reduction of the drinking age to preserve federal highway dollars is ultimately upheld in the courts"

Senator Towe asked that Mr. Petesch look into whether it would be wise to say something about purchase and public possession. Mr. Petesch questioned whether he wanted to remove that date that is in the provision and wanted to know if this would only go into effect if the South Dakota litigation were successful. Senator Towe indicated that was correct. Senator Mazurek asked Mr. Petesch to look at the ramifications vis a vis the federal act. Senator Crippen stated he will oppose the reference to the federal law.

Chairman Mazurek obtained the committee's permission to hold the standing committee report on SB 3 in the committee until SB 2 were acted on

rather than report the two similar bills out of committee on different dates. The committee agreed.

There being no further business to come before the meeting, the meeting was adjourned at 12:05 p.m.

Chairman

ROLL CALL

SENATE JUDICIARY

COMMITTEE

49th LEGISLATIVE SESSION -- 1985 Date Ol

NAME	PRESENT	ABSENT	EXCUSED
Senator Chet Blaylock	X		
Senator Bob Brown	X		
Senator Bruce D. Crippen	<u> </u>		
Senator Jack Galt			X
Senator R. J. "Dick" Pinsoneault	×		
Senator James Shaw	X		
Senator Thomas E. Towe	X		
Senator William P. Yellowtail, Jr.	X .		•
Vice Chairman Senator M. K. "Kermit" Daniels	X		•
Chairman Senator Joe Mazurek	X	·	•
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ROLL CALL VOTE

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Senator Chet Blaylock			<u> </u>	
Senator Bob Brown			<u> </u>	
Senator Bruce D. Crip	pen			X
Senator Jack Galt				X
Senator R. J. "Dick"	Pinsoneault			X
Senator James Shaw				X
Senator Thomas E. Tow	e		×	
Senator William P. Ye	llowtail, Jr.		X	
Vice Chairman Senator M. K. "Kermit	" Daniels			X
Chairman Senator Joe Mazurek				
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ROLL CALL VOTE

SENATE COMMITTEE JUDICIARY		
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NAME	YES	NO
Senator Chet Blaylock		X
Senator Bob Brown		/ ×
Senator Bruce D. Crippen	×	
Senator Jack Galt	X	
Senator R. J. "Dick" Pinsoneault	x	
Senator James Shaw	<u> </u>	
Senator Thomas E. Towe		X
Senator William P. Yellowtail, Jr.		X
Vice Chairman Senator M. K. "Kermit" Daniels	X	
Chairman Senator Joe Mazurek	X	
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Motion: That SB 30 be recommended DO NOT F	PASS, AS AMENDED.	
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Montana Automobile Association



STATE HEADQUARTERS OFFICES: P.O. BOX 4129 607 N. LAMBORN / HELENA, MONTANA 59604 PHONE 442-5920

21 YEAR OLD DRINKING AGE

Are the statistics about saving lives telling the truth ... or are the alleged traffic safety improvements nothing more than a statistical mirage, as some opponents of 21 hold.

A look at the data itself -- with due acknowledgement of all of its limitations -- provides the best answer to these questions. After reviewing the data, it is impossible to maintain that there are "increased fatalities and accidents in states that raised the drinking age", as opponents of 21 have stated.

States With Sparse Support Data: In some states, where the data is primarily a count of traffic deaths involving the affected age group, the numbers involved are simply too small. In Montana, Iowa, and Minnesota, for example, where fewer than a dozen such traffic fatalities are tallied in an average year, one major accident could substantially distort a statistically documented trend. Results from these states, therefore, must be characterized as inconclusive. However, it is worth noting that in each of these states, in the years after the drinking age was increased, the trend has been toward fewer fatalities.

States With Premature Support Data: In states like Maryland and Connecticut where drinking age increases are currently being phased in over a period of time, the effects of the increase cannot

BRANCH OFFICES: BILLINGS 3220 4th AVE. NO. P.O. BOX 2076 (59103) 248-7738 GREAT FALLS 1711 10th AVE. SO. (59405) 727-2900 MISSOULA 275 W. MAIN (59802) 549-5181 KALISPELL 116 FIRST AVE.W. (59907) CIARY COMMITTEE PLAZA WEST 2 755-5511

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be monitored until at least one year after the phase-in has been completed. Similarly, in the dozen states that have increased their drinking age during the past year, there hasn't been sufficient time to evaluate the effects of the change. In four of these states -- Nebraska, New Jersey, Rhode Island and Tennessee -- the most recent drinking age change was an upward adjustment of an earlier increase. It is fair to infer -- and indeed the debates in these state Legis-latures support the view -- that the first increases were judged effective but not as effective as 21 could be. It should also be noted that New Jersey made a special effort to track the effectiveness of its increase from 19 to 21 which took effect on January 1, 1983. In mid-1984, preliminary New Jersey results were reported showing a 1983 total of 38 fatal DWI accidents by under-21 drivers as compared to 67 such accidents in 1982, a very dramatic 43% decrease.

States With Ample Support Data: In at least five states the data generated has been more than sufficient and has been evaluated by means of carefully constructed statistical analyses based upon large numbers of case studies over a substantial period of time. What follows is a summary of the experience of the five states.

ILLINOIS: Illinois increased its legal drinking age for beer and wine from 19 to 21 in January 1980; for hard liquor the drinking age was already 21. A comprehensive before (1977 to 1979) and after (1980 to 1982) study by the Illinois Traffic Safety Division found the following driver fatality results:

	BEFORE	AFTER	PERCENTAGE OF REDUCTION
18 & younger	1,130	820	27.4 29.7 12.2 SENATE JUDICIARY COMMITTEE EXHIBIT NO. 3 DATE 011785
19 & 20	1,015	714	
21 & older	5,244	4,606	

BILL NO.

The involvement of 19 and 20 year olds declined substantially not only in terms of fatal accidents, but also in terms of all accidents and single vehicle night-time fatal accidents, involving male drivers. These results led Illinois' Division of Traffic Safety to conclude that "...approximately 55 lives were saved and 2,750 accidents prevented in the three year period following the raising of the drinking age."

FLORIDA: Florida's 19 year old minimum drinking age became effective October 1, 1980. For the 12 month period following the increase, 18 year olds who "had been drinking" were involved in 688 fatal and injury accidents compared with 784 for the previous 12 month period, a 12.2% decrease. This decrease, coupled with comparable decreases in 18 year olds' involvement in both night-time accidents and night-time single vehicle fatal accidents led the Florida Bureau of Highway Safety to conclude that Florida's increase in the legal drinking age was "genuinely and substantially effective" in reducing alcohol-related accidents among young drivers.

MAINE Maine increased its drinking age from 18 to 20 in October, 1977. In 1981, the Insurance Institute for Highway Safety concluded that the change had produced an 11% net reduction in fatal crash involvement among 18 and 19 year old Maine drivers. Subsequently, a National Highway Traffic Safety Administration technical report found that night-time male driver accident involvement in Maine after the drinking age was raised had declined by 18.6% for 18 year olds and 13.9% for 19 year olds.

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MASSACHUSETTS: Massachusetts raised its drinking age from 18 to 20 in April, 1979. Since then, the number of alcohol-related fatalities involving drivers under 20 has been on the decline. Moreover, there has been a greater degree of reduction for this group than for drivers ages 20-24, as the following statistics indicate:

	<u>15-19</u>	20-24
1979	254	273
1980	198	287
1981	157	241
1982	155	184
1983	138	203

In addition, an authoritative published study compared Massachusetts with New York for the 1979 to 1981 period and it concluded that the Massachusetts' drinking age increase had produced a 31% net decrease in single vehicle night-time fatalities involving the 18 and 19 year old age group.

MICHIGAN: Very consistent results have followed Michigan's December, 1978 increase in the legal drinking age from 18 to 21. (Michigan's drinking age increase resulted from a 1978 ballot referendum on an amendment to the state constitution which was adopted by the voters by a 57% to 43% margin.) The effects of that increase have been exhaustively researched and documented -- and they show a dramatic change, as evidenced by the following Michigan State Police statistics:

MICHIGAN ALCOHOL-RELATED ACCIDENTS INVOLVING DRIVERS 18 TO 20 YEARS OF AGE

	TOTAL ACCIDENTS	FATAL	INJURY	PROPERTY
1978	12,567	182	5,486	6,899
1979	9,627	161	4,431	5,035
1980	9,056	164	4,062	4,830
1981	7,659	125	3,439	4,095
1982	6,859	122	3,090	3,647
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EXCIPIT NO. 3 DATE 011785 DATE 58 3 + 97 To determine the degree to which the drinking age increase was a factor in reducing alcohol-related crash involvement, Professor Wagenaar compared the experiences of the affected 18 to 20 year old group with those of the unaffected 21 year old and over age group.

Over the 1979-1983 period, drivers 21 years old and over experienced a 7% decrease in the rate of drinking driver involvement in injury producing crashes, while 18 to 20 year old drivers experienced a 9% decrease. This is a net reduction of 16% over a five year period and compares favorably with the results achieved the first year after the drinking age was changed.

In the aggregate, such data makes a strong case for drinking age increases as a means of improving traffic safety, particularly for persons in the affected age group. A strong case is also made for setting the age at 21.

Opponents of 21 have claimed that no so called "border effect" exists between the state of North Dakota, whose drinking age is 21 and Montana, whose drinking age is 19. However, according to Dan Stewart of the North Dakota Traffic Safety Division, a significant border effect does indeed exist. North Dakota experiences less alcohol-related accidents in the central part of the state and more alcohol-related accidents as you get closer to the Montana border. Stewart stated "there is definitely a border effect, especially in the Williston area where Highway 2 leads into Montana".

SENATE JUDICIARY COMMITTEE

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References

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Relation of the Legal Drinking Age to Young Drivers' Involvement
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Klein, Terry M. The Effect of Raising the Minimum Legal Drinking Age on Traffic Accidents in The State of Maine. NHTSA Technical Report, December 1981.

Massachusetts Highway Safety Bureau. <u>Alcohol-Related Fatalities</u>, 1979-1983 for 15-19 and 20-24 Year Olds.

Michigan Department of State Police. Michigan Traffic Accident Facts, 1978-1982.

Schroeder, Joyce K. and Meyer E. DeWayne. <u>Influence of Raising The Legal Drinking Age in Illinois</u>. Illinois Department of Transportation, Division of Traffic Safety. December 1983.

Wagenaar, Alexander C. Alcohol, Young Drivers, and Traffic Accidents. Lexington, MA: D.C. Heath and Co., 1983.

Wagenaar, Alexander C. "Effects of Minimum Drinking Age on Alcohol-Related Traffic Crashes: The Michigan Experience Five Years Later." Presented at the conference on Control Issues in Alcohol Prevention: Impacting Communities, Charleston, South Carolina, October 7-10, 1984.

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BIST NO	533	497

ROLL CALL VOTE

SENATE COMMITTEE JUDICIARY		
Date 011785 Jenate Bill No.		Time
NAME	YES	NO
Senator Chet Blaylock	X	
Senator Bob Brown	\times	
Senator Bruce D. Crippen	X	
Senator Jack Galt		
Senator R. J. "Dick" Pinsoneault	X	
Senator James Shaw		X
Senator Thomas E. Towe	X	
Senator William P. Yellowtail, Jr.	X	
Vice Chairman Senator M. K. "Kermit" Daniels		X
Chairman Senator Joe Mazurek		<u> </u>
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ROLL CALL VOTE

SENATE COMMITTEE JUDICIARY		
Date 011785 Senate Bill	No1	ime <u>11:55 a</u> m
NAME	YES	370
Senator Chet Blaylock		X
Senator Bob Brown		
Senator Bruce D. Crippen	X	
Senator Jack Galt	\perp	
Senator R. J. "Dick" Pinsoneault	X	
Senator James Shaw		
Senator Thomas E. Towe	X	
Senator William P. Yellowtail, Jr.	X	
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STANDING COMMITTEE REPORT

		January 17 19 85
MR. PRESIDENT		•
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having had under consideration	n SENATE BILL	No
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STANDING COMMITTEE REPORT

		January 17	19.
MR. PRESIDENT			
We, your committee on	JUDICIARY		
having had under consideration	SENATE BILL		. No 27
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ORIENTATION SESSIONS AND TO	RAINING SESSIONS FOR !	SISTRICT COURT CLERKS	
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AND AS AMENDED

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HINDINGS

Chairman.

STANDING COMMITTEE REPORT

	January 17	1985
MR. PRESIDENT		
We, your committee on		
having had under consideration		No 3
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AMEND CONSTITUTION TO RAISE LEGAL DRINKING AC	E TO 21	
Respectfully report as follows: That		No
be assended as follows:		
1. Title, line 3. Following: line 7 Insert: "PURCHASING," Following: CONSUMING" Insert: ","		
2. Page 1, line 17. Following: "for" Insert: "purchasing," Following: "consuming" Insert: ","		

AND AS AMENDED

DO PASS

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