MEMORANDUM TO COUNCIL

To: Mayor and City Council Members From: J.E. King, Director of Public Safety

Erin Reinders, City Manager Through:

Date: February 8, 2022

Re: Continued Discussion, All-Purchase Vehicles on Roadways

SUMMARY: The State of Alaska has lifted its restriction on off-road vehicles for use on the roadway. This change allows Council to reevaluate the current restrictions contained in Unalaska's Code. Staff has prepared additional information and a draft ordinance for Council's consideration at a future meeting. No formal action is requested tonight, but staff is looking for direction.

PREVIOUS COUNCIL ACTION: City Council approved Ordinance 2016-02 on February 23, 2016, which amended Section 14.08.020 of Code to restrict the use of off-road vehicles except under certain conditions. In addition, the ordinance limited the hours of use and also allowed special permission for municipal and state law enforcement.

On December 14, 2021, Council Member Bell brought up the question of how the Alaska statutory changes allowing all-purpose vehicles might impact Unalaska. There was enough interest in the topic that on December 28, 2021, Staff provided information and submitted a proposed ordinance, amending local code to provide clarification as a result of the State's code change. During that initial discussion. Council requested further information for their consideration.

BACKGROUND: The City of Unalaska adopted the existing ordinance prohibiting off-road vehicles from on roadway use, therefore providing community safety through guidance as to the safe and proper use of off-road vehicles. The City identified the specific locations and means by which a person could operate an off-road vehicle in the City of Unalaska.

Alaska Statutory changes regarding roadway regulations and all-purpose vehicles became effective January 1, 2022; and allow for Council to revise their prohibition should they choose. Changes are outlined below.

Alaska Statutory Changes: Roadway Regulations & All-Purpose Vehicles

- (1) 13 AAC 02.325 is proposed to be amended by adding a new subsection to allow all-purpose vehicle on roads with maximum speed of 45 mph or less.
 - (g) No person may drive an all-purpose vehicle on any public roadway where the designation maximum speed is greater than 45 miles per hour.
- (2) 13 AAC 02.482 is proposed to be amended by adding a new subsection to allow municipalities to prohibit all-purpose vehicles from using roadways.

- (c) No driver of an all-purpose vehicle may travel on a public roadway where that travel is prohibited by a local law or ordinance enacted in accordance with AS 28.01.010
- (3) 13 AAC 04, Article 6 is proposed to be amended by adding the term "all-purpose vehicle".
- (4) 13 AAC 04.400(a) is proposed to be amended by adding the term "all-purpose vehicle".
- (5) 13 AAC 04.400(b) is proposed to be amended by adding the term "all-purpose vehicle".
- (6) 13 AAC 04.405 is proposed to be amended by adding the term "all-purpose vehicle".
- (7) 13 AAC 04.410 is proposed to be amended by adding the term "all-purpose vehicle".
- (8) 13 AAC 04.415(a) is proposed to be amended by adding the term "all-purpose vehicle".
- (9) 13 AAC 04.420(a) is proposed to be amended by adding the term "all-purpose vehicle".
- (10) 13 AAC 40.010 proposed to be amended by adding a new paragraph
- (67) "all-purpose vehicle" means any self-propelled vehicle that is designed to travel on wheels or tracks in contact with the ground and is commonly used to transport persons for recreational purposes, including vehicles such as four-wheel drive units, all-terrain vehicles (ATVs), or utility terrain vehicles (UTVs); does not include off-highway vehicles.

<u>DISCUSSION</u>: The State of Alaska lifted its restriction of off-road vehicle use on roadways, where the designated speed limit is less than 45 miles per hour; defined the term "All-Purpose Vehicle"; and added equipment mandates that would allow All-Purpose vehicles to be legally operated on the roadway. Finally, the State amended State code to allow municipalities to prohibit all-purpose vehicle use of the roadway within their jurisdictions.

The specific challenge for each community is in regard to the potential impact on the safety of current roadway traffic with the introduction of all-purpose vehicles; and to the safety of those operating the all-purpose vehicles if operated on the public roadway. Each community has to evaluate its own circumstances as they relate to traffic (speed limit, traffic control devices, congestion and traffic enforcement), current road use, maintenance and construction, and the types of vehicles that currently utilize the public roadway (passenger vehicles vs. commercial vehicles). In the City of Unalaska, there are an estimated 2,500 passenger vehicles and 1,000 commercial vehicles utilizing approximately nine (9) miles of paved road and forty (40) miles of improved road if you include Overland and Captains Bay.

The current City ordinance governing the operation of off-road vehicles was evaluated after the State of Alaska's announcement on the reduction on the restrictions for the use of all-purpose vehicles. As a result of the review, amendments were drafted affecting Sections 14.04.010 and

14.08.020. The draft ordinance was developed in an effort to redefine "Off Road Vehicle" within Section 14.04.010 and to clarify the City's authority and continued restriction in regard to the operation of off-road vehicles on the public roadway in Section 14.08.020. The proposed ordinance is attached.

Council requested statistical data that would justify the continued restriction as a means of reevaluating its stance. Various commissions and organizations advocate against the introduction of all-purpose vehicles into the roadway environment due to a wide range of safety concerns that range from manufacturing to personal injury and safety. The attached power point presentation outlines these concerns and statistical data in more detail.

ALTERNATIVES: If Council finds it is not in the best interest of the community to approve the proposed ordinance as written, Council has the following alternatives to consider:

- 1. Council may approve the proposed ordinance and continue the restriction of all-purpose vehicles (off-road vehicles) for on roadway use.
- Council may amend the proposed ordinance and adjust the current restriction as it relates to the time and location (which roads) authorized for all-purpose vehicles (offroad vehicles) for on roadway use.
- 3. Council may repeal the existing ordinance and allow State Statute(s) to serve as the governing Code and allow all-purpose vehicles to be operated on the roadway.

FINANCIAL IMPLICATIONS: Associated salaries and/or supplies would be covered by the department's normal day to day operations and budget for those that would play a role in the enforcement of any violation of Code governing the use of all-purpose vehicles.

LEGAL: The City Attorney reviewed the proposed changes and provided insight as to wording of the draft ordinance.

STAFF RECOMMENDATION: No formal action is taking place this evening, but staff is looking for feedback. Staff recommends eventual adoption of the draft ordinance included in the packet.

<u>CITY MANAGER COMMENTS</u>: Although there is no formal action this evening, I do support staff's recommendation for approval of the draft ordinance moving forward. Staff looks forward to Council direction regarding this issue.

ATTACHMENTS:

- Current City Code
- Power Point Presentation
- Draft Ordinance Change

Current City Code

§ 14.08.020 OFF ROAD VEHICLE OPERATION.

It shall be unlawful to operate an off-road vehicle in the City of Unalaska:

- (A) On private property owned by a person other than the driver without having the written consent of the owner of the property in the driver's possession.
- (B) On public property which has not been officially designated as an area for off-road vehicle operation.
- (C) On a sidewalk or trail designed and maintained for non-motorized travel.
- (D) Repealed.
- (E) In such a manner as to throw or scatter debris or other material onto:
 - (1) Any improved real property;
 - (2) Any sidewalk;
 - (3) Any paved driveway; or
 - (4) Any paved highway.
- (F) On a highway, or sidewalk, unless such travel is necessary for the purpose of directly crossing, at approximately a ninety degree angle, from one area of lawful operation to another, after coming to a complete stop and yielding to all pedestrians or other traffic.
- (G) Between the hours of 10:00 p.m. and 8:00 a.m.
- (H) This section shall not apply to an employee of a municipal or state law enforcement agency while in the performance of the employee's official duties.

(Am. Ord. 2016-02, passed 2-23-16)

STATE OF ALASKA

All-Purpose Vehicle Road Use

Safety Considerations & Potential Impact

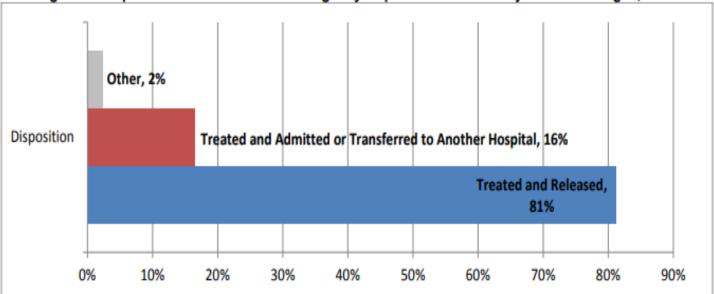
- Source: https://www.cpsc.gov
- According to the 2007 Data, 65 percent of the ATV Deaths occurred on the Roads
- From 1998 to 2007 On-Road ATV Deaths increased 284 percent
 - ▶ 1998 had 238
 - ≥ 2007 had 758

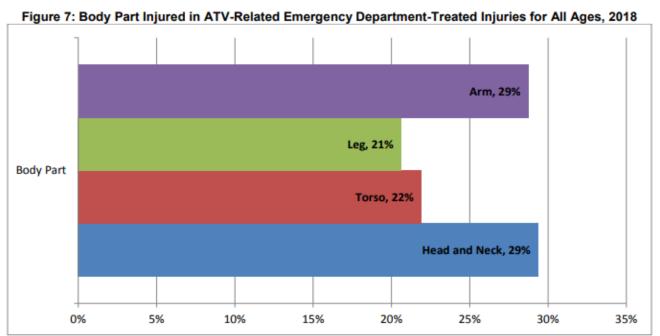
- According to the CPSC 2014 ATV Annual Report
- ▶ 13,617 ATV Related deaths occurred between 1982 and 2014
 - ► The number of on-road deaths increased just shy of 900 percent
 - > 3,098 of the ATV Related deaths involved those under 16
- Emergency Department-Treated Injuries
 - > 93,700 total in 2014 alone
 - ▶ 26 percent were children under 16

- According to the CPSC 2018 ATV Annual Report
 - ▶ 15,744 ATV Related deaths occurred between 1982 and 2018
 - ≥2016 had 591
 - ≥2017 had 463
 - ▶ 2018 had 264 (Note: numbers were not finalized as of Dec 2018)
 - > 3,353 ATV Related deaths occurred between 1982 and 2018 involving those under 16

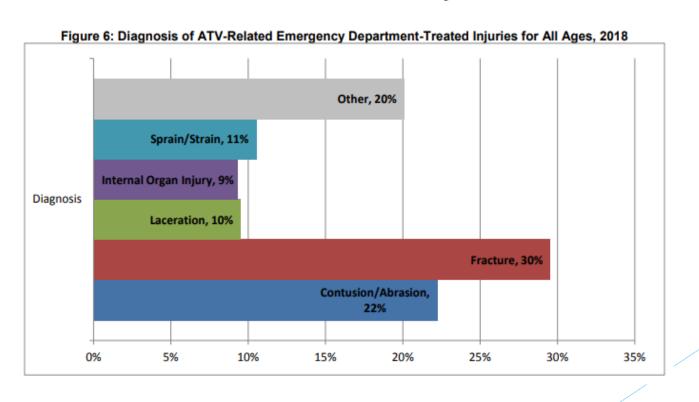
- According to the CPSC 2018 ATV Annual Report
 - Emergency Department-Treated Injuries
 - ≥2017 had 93,800
 - ▶2018 had 81,800
 - ▶81 percent were treated and released
 - ▶ 17 percent were hospitalized
 - ▶2 percent other documented







Note: The "other" category is omitted from Figure 7, because corresponding estimate for "other" body parts does not satisfy reporting criteria.



- Source: USCPSC Report Dated 24 Sept 2014
- ► The Consumer Product Safety Commission conducted a study of 428 ROV (Recreational Off-Highway Vehicles) related incidents
- Of the 428 incidents
 - > 224 involved at least one death
 - ▶218 one death, 5 with two deaths and 1 with 3 deaths
 - ► Total of 231 deaths
- ▶ 17 percent occurred on a paved surface

- Hazard Characteristics
 - ► Roll-Over

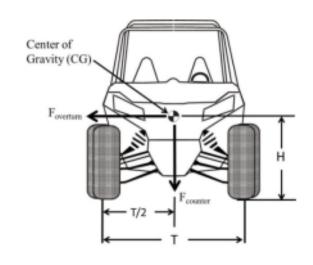
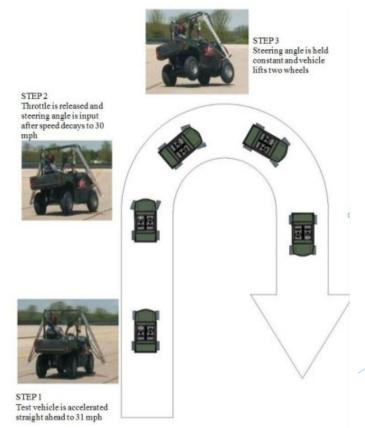


Figure 2. Components of SSF

 Occupant Ejected (27 percent of known cases had seatbelt use)

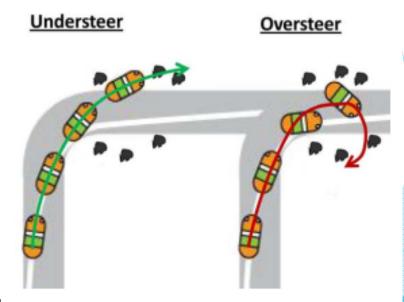
- SEA conducted the J-Turn at 30 MPH
 - Low steering angle (80-90 degrees)
 - Steering rate of 500 degrees/sec



- Steering Related Concerns with ROVs
 - Understeer
 - Oversteer

Local Reference Point:

5th Street to Airport Beach Rd Figure 5. Understeer and Oversteer Path



National Highway Traffic Safety Administration

- Source: https://www.nhtsa.com
- ► ATV/APV do not meet National Highway Traffic Safety Administration statutory definition of Motor Vehicle
- ► Therefore, the National Highway Traffic Safety Administration does not regulate their use on the road
- What that means is: ATV/APV Do Not Meet Crash Standards

- Source: https://consumerfed.org
- ► The CFA is an association of nearly 300 nonprofit consumer groups that was established in 1968 with the main goal set to advance consumer interest through research, advocacy and education.
- "Given that ATVs are not designed to be driven on roads, that industry, the CPSC and consumer and safety advocates are in agreement that ATVs should not be operated on roads, and that most ATV deaths take place on roads, states should be working to restrict ATV access to public roads"
 - Source: CFA ATV on Roadway: A Safety Crisis Report (released in 2014)

- ► CFA is expanding its focus on the issue of ATV operation on public roads
- CFA conducted a survey of state Laws
 - Results Troubling
 - ▶ 35 States allow Roadway use of ATV/APV
- CFA states that this is a dangerous trend that needs to be reversed
- Justification for Opinion
 - ATV/APV are not primarily manufactured for on-road use

- CFA states that ATV/APV are not designed to be Operated on Public Roads
 - ► High center of gravity
 - ▶ Narrow wheelbase
 - ► Low pressure tires
 - ► Tipping Danger

Extra Note: Significant difference in steering response

- ► CFA states that these factors increase the risk of operators losing control
- ► CFA states that Industry, Regulators, Advocates all agree the ATV/APV should not be used on roads
 - ► ATV/APV Trade Association recommends against use on paved roads
 - Individual Manufacturers warn against use on roads and all paved surfaces

ATV Safety Institute Golden Rules

- Source: http://www.atvsafety.org/
- ATVs are designed to be operated off-highway.
- "Never ride on paved roads except to cross when done safely and permitted by law - another vehicle could hit you".

Manufacturers' Warning

Polaris

Operating on paved surfaces (including sidewalks, paths, parking lots and driveways) may adversely affect the handling which could result in the loss of control and accident or rollover

Kawasaki

Never operate on paved surfaces including sidewalks, driveways, parking lots or public street, road or highway, even a dirt or gravel one

Yamaha

► Always avoid operating on any paved surfaces including sidewalks, driveways, parking lots and streets and never operate on public street, road or highway, even a dirt or gravel one

Honda

Designed and manufactured for off-road use only

Recreational Off-Highway Vehicles AKA ROVs

- Source: https://www.cpsc.gov/Safety-Education/Safety-Education-Centers/ATV-Safety-Information-Center/ROV-Safety-Information-Center
- ROV safety and common sense rules
 - ▶ Do not drive ROVs on paved roads
 - ► Everyone riding in an ROV should wear a helmet
 - Wear protective gear such as eye protection, boots, gloves, long pants and long-sleeved shirt

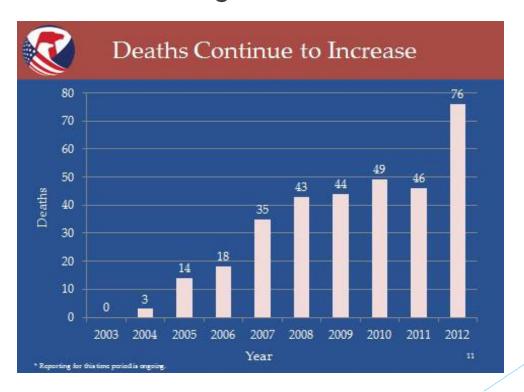
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Recreational Off-Highway Vehicles AKA ROVs

- ROV safety and common sense rules (continued)
 - Always fasten seat belts and keep all parts of your body inside the vehicle
 - Never have more passengers than there are seat belts and never carry passengers in cargo beds
 - Never transport passengers who cannot place both feet on the floorboard with their backs against the seat
- ROV Related Death
 - ▶ Deaths Continue to Increase

Recreational Off-Highway Vehicles AKA ROVs

▶ ROV Injury Statistics: This table illustrates reported deaths from 2003 through 2012.



Recreational Off-Highway Vehicles USCPSC 2014 Annual ROV Report

Table 12: Terrain Surface by Overturning Event for Reported Incidents with at Least One Death
January 2003 – December 2011

Incidents Involving at Least One Fatality												
	What was the surface of the terrain like at the onset of the incident?											
Overturn Event?	Dirt	Grass	Gravel	Mud	Pavement	Sand	Other ¹⁰	Unknown	Total			
Flipped Forward	0	0	1	0	1	1	0	0	3			
Flipped Backward	3	0	1	0	0	1	1	3	9			
Rolled Sideways/Making a Turn	20	22	12	5	19	5	6	8	97			
Rolled Sideways/Not Making a Turn	13	2	6	2	4	0	3	2	32			
Rolled Sideways/Unknown Details	3	2	1	0	3	2	1	6	18			
Overturned in an Unknown Direction	12	2	6	0	3	3	0	10	36			
NA/Did Not Overturn	4	1	1	1	5	0	1	7	20			
Unknown	1	0	0	0	3	0	0	5	9			
Total	56	29	28	8	38	12	12	41	224			

Recreational Off-Highway Vehicles USCPSC 2014 Annual ROV Report

Table 14: Seat Belt Use by Ejection Status and Whether the Victim Was Hit by the ROV for Fatally Injured Victims in Reported Incidents

January 2003 – December 2011

	For Fatalities Only (Bystanders and Drivers of Other Vehicles Excluded)															
	Pai	tial		Full			Ejected (Unknown Details)			Not Ejected			Unknown			
	Hit by V	ehicl/	e?	Hit by	Vehicl	e?	Hit by Vehicle?			Hit by Vehicle?			Hit by Vehicle?			
Frequency	Unknown	No	Yes	Unknown	No	Yes	Unknown	No	Yes	Unknown	No	Yes	Unknown	No	Yes	Total
Seat belt Use																
Unknown	0	2	1	8	2	12	0	0	14	0	0	0	7	0	1	47
No	0	1	19	14	17	65	2	0	23	0	2	1	2	1	3	150
Yes	1	0	9	0	0	2	1	0	1	2	5	3	4	0	0	28
Total	1	3	29	22	19	79	3	0	38	2	7	4	13	1	4	225

Recreational Off-Highway Vehicles USCPSC 2014 Annual ROV Report

Table 9: Seat Belt Use by Ejection Status and Whether the Victim Was Hit by the ROV for All Victims in Reported Incidents

January 2003 – December 2011

	All Victims (Bystanders and Drivers of Other Vehicles Excluded)															
	Pai	rtial		Full			Ejected (Unknown Details)			Not Ejected			Unknown			
	Hit by V	/ehicl	e?	Hit by	Vehicl	e?	Hit by Vehicle?			Hit by Vehicle?			Hit by Vehicle?			
Frequency	Unknown	No	Yes	Unknown	No	Yes	Unknown	No	Yes	Unknown	No	Yes	Unknown	No	Yes	Total
Seat belt Use																
Unknown	3	4	5	22	11	14	20	3	94	2	33	0	116	11	2	340
No	5	5	21	40	68	73	3	1	28	0	44	1	38	16	5	348
Yes	1	0	22	0	2	2	3	0	10	6	63	5	12	3	0	129
Total	9	9	48	62	81	89	26	4	132	8	140	6	166	30	7	817

Table 10: Seat Belt Use by Ejection Status and Whether the Victim Was Hit by the ROV for Those Injured or Killed in Reported Incidents

January 2003 – December 2011

					-	,	2005 - De			-						
	Injured or Killed (Bystanders and Drivers of Other Vehicles Excluded)															
	Pa	rtial		Full			Ejected (Unknown Details)			Not Ejected			Unknown			
	Hit by V	/ehicl	e?	Hit by	Vehicle	e?	Hit by Vehicle?			Hit by Vehicle?			Hit by Vehicle?			
Frequency	Unknown	No	Yes	Unknown	No	Yes	Unknown	No	Yes	Unknown	No	Yes	Unknown	No	Yes	Total
Seat belt Use																
Unknown	3	3	5	21	8	14	20	0	94	1	9	0	56	0	2	236
No	5	4	21	40	51	73	3	0	28	0	21	1	24	6	5	282
Yes	1	0	22	0	2	2	3	0	10	6	29	5	11	1	0	92
Total	9	7	48	61	61	89	26	0	132	7	59	6	91	7	7	610



Alaska Association of Chiefs of Police

125 Snowman Lane North Pole, AK 99705

December 15, 2021

To Whom it May Concern:

The Alaska Association of Chiefs of Police recognize and understand that remote Alaskan villages and communities has a legitimate need for ATV or ROV (recreational off-highway vehicle) use on public roadways and those local communities have made provision for the on-road use; however, our organization fails to recognize any reasonable or legitimate justification for ATV/ROV use on other public roadways as identified in the Order Adopting Changes to Regulations of the Department of Public Safety effective 01/01/2022.

Our concerns for public safety align closely with those already expressed by the City of Fairbanks, the City of Wasilla, the University of Alaska Fairbanksⁱ, and others.



Alaska Association of Chiefs of Police

125 Snowman Lane North Pole, AK 99705

Specifically, we believe that allowing ATV/ROV's to be operated on roadways in this manner disregards the obvious hazard that these vehicles will present to other motorists using the same roadways, especially with young or inexperienced drivers that are currently allowed to operate them without training, license, or insurance. And when the unfortunate collision does occur, the driver and riders of the ATV/ROV) involved will be those most seriously injured or worse. Readily available data corroborate that ATV and ROV related serious injuries and deaths steadily rise. It is highly unlikely that this regulation change would cause these numbers to decrease or otherwise make our roadways safer.

It must be noted that manufacturers of both ATV's and ROV's and the U.S. Consumer Product Safety Commission (CPSC) advise against operating them on roadways, emphasizing that they are not intended for that particular purpose. This regulation change effectively allows and encourages the public to use a vehicle on the roadway contrary to manufacturer and CPSC warnings. We are unaware of any other product or service where manufacture warnings are similarly disregarded or deemed inconsequential by the state.

Advantages: Use of APV in Rural Communities

Pros

- It is cheaper to purchase and ship an APV to remote communities compared to the cost of a motor vehicle
- Maintenance and Repairs is cheaper than that of a motor vehicle
- Allows owners of this vehicle type a means of use

Cons

- Violates Manufacturer's Warning
- Violates Manufacturer's Purpose
- Violates CPSC Recommendations
- Violates NHTSA Parameters
- Violates AACOP Recommendations
- Places Driver and Passenger at risk of injury and death above that of a vehicle manufactured for road use (based on statistical data)
- Creates a hazard for road legal vehicles (based on statistical data)

City Council Options

Keep existing Ordinance

- Off-Road vehicles are prohibited on public roadway
- Off-road vehicles are allowed on private property with limitations
 - Owner permission
 - ▶ Time restrictions

Adopt the SOA's New Approach

- Allow all-purpose vehicles to be driven on the roadway
 - (this new term is used to refer to off-road or ATV's)
- And/or
- Allow ATV's to be driven on the roadway
- Maintain restriction for snowmobiles and hovercraft

CITY OF UNALASKA UNALASKA. ALASKA

ORDINANCE 2022-___

AN ORDINANCE OF THE UNALASKA CITY COUNCIL AMENDING TITLE 14 OF THE UNALASKA CODE OF ORDINANCES REGULATING THE USE OFF-ROAD VEHICLES WITHIN CITY LIMITS.

WHEREAS, beginning in 2022, state regulations will permit all-purpose vehicles to operate on public roadways where not prohibited by local law or ordinance; and

WHEREAS, the City has determined the safety of the citizens of Unalaska is best served by not allowing off-road or all-purpose vehicles on its roadways; and

WHEREAS, the City currently prohibits off-road vehicles; and

WHEREAS, limited amendments to the current Unalaska Code of Ordinances are necessary to remove ambiguity or potential conflict with the new state regulations.

NOW THEREFORE BE IT ENACTED BY THE CITY COUNCIL OF THE CITY OF UNALASKA, as follows:

Section 1: Classification. This is a Code Ordinance.

Section 2: Subsection 14.04.010(M) of the Unalaska Code of Ordinances is hereby amended to read as follows [striking through the deleted words and underlining the new words]:

(M) "OFF ROAD VEHICLE" means any self-propelled vehicle designed primarily for recreational off-highway travel on land, snow or water, or on more than one type of terrain, steered by wheels, treads, skis, or any combination thereof, including vehicles commonly known as snow machines, all-terrain vehicles (ATVs), utility terrain vehicles (UTVs) or all-purpose vehicles (APVs). means any vehicle that is being operated off a highway

Section 3: Subsection 14.08.020 (B) of the Unalaska Code of Ordinances is hereby amended to read as follows [the new words are <u>underlined</u>]:

It shall be unlawful to operate an off-road vehicle in the City of Unalaska:

(B) On public property which has not been officially designated by the City as an area for off-road vehicle operation.

Section 4: Effective Date. This ordinance shall take effect upon adoption.

PASSED AND ADOPTED by a duly constituted quorum of the Unalaska City Council on

, 2022.		
	Vincent M. Tutiakoff, Sr. Mayor	
ATTEST:		
Marjie Veeder, CMC City Clerk		