

November 3, 2023

Senator Phillip Wheeler
702 Capital Ave.
Annex Room 215
Frankfort, KY 40601

Representative Chris Fugate
PO Box 202
Chavies, KY 41727

Senator Jimmy Higdon
344 N. Spalding
Lebanon, KY 40033

Representative Tom Smith
702 Capital Ave.
Annex Room 413G
Frankfort, KY 4601

Dear Senator Wheeler, Senator Higdon, Representative Fugate, and Representative Smith:

As individuals and organizations dedicated to reducing deaths and injuries caused by off-highway vehicles (OHVs), we are writing to urge you to reject any proposal that would increase OHV access to Kentucky's state highways, including plans to extend the ATV pilot program. Tragically, we have identified at least 244 OHV-related deaths in Kentucky from January 2013 through October 31, 2023. Of these deaths, at least 162 (66 %) occurred on-road. In 2023, **the percentage of OHV deaths occurring on-road has risen dramatically to 75%**. From January 2013 through October 31, 2023, **14% of the OHV deaths in Kentucky have been children 16 years or younger**.

A. An Expansion of the ATV Pilot Program Contradicts Industry Associations Strong Warnings Against OHV Use on Public Roads

ATV trade associations warn against the very action proposed by extending the Kentucky ATV pilot program. The Specialty Vehicle Institute of America (SVIA), which represents the manufacturers and distributors of ATVs, unequivocally opposes that use of ATVs on roads.¹ SVIA emphasizes that **ATVs are not designed, manufactured, or in any way intended for use on public streets, roads or highways and urges that on-highway use of ATVs be prohibited**. ATV use on highways, as some elected officials in your state have called for, is in direct conflict with manufacturers' intentions for ATVs proper use and is contrary to federal safety requirements.

A training manual for ATV riders from the ATV Safety Institute, a division of SVIA, states:

Remember, ATVs are intended for off-road use only. Never operate an ATV on public roads, and always avoid paved surfaces. ATVs are not designed for use on public roads and other motorists may not see you. ATVs are not designed to be used on paved surfaces because pavement may seriously affect handling and control."²

Further, the SVIA makes clear that:

ATVs are designed, manufactured and sold for off-road use only. On-road vehicles must be manufactured and certified to comply with U.S. Department of Transportation Federal Motor Vehicle Safety Standards (FMVSS). These safety standards consist of extensive and detailed compliance requirements. Since ATVs are not intended to be used on-road, they are not designed, equipped or tested to meet such standards.³

B. More OHV Deaths Occur on Roadways than Off-Road

Our coalition of started collecting data to provide decision makers with a better sense of the dangers posed by OHVs. See our data and analysis on our OHV webpage [here](#).

- **ATV Roadway Crashes:** ATV crashes on the road account for over 60% of ATV-related deaths and over 30% of serious ATV injuries.⁴ Roadway crashes are more likely to involve multiple fatalities, collisions and head injuries. Victims in roadway crashes were less likely to be wearing protective gear such as helmets and were more likely to be carrying passengers, both things that are risk factors for ATV-related fatalities and injuries. From 1998-2007, roadway fatalities increased twice as fast as those off-road.⁵ The National Highway Traffic Safety Administration released ATV-related fatality statistics for public roads showing that there were 3,411 deaths from 2004-2013, with 323 in 2013 alone.⁶

C. OHV Design Contributes to Roadway Deaths and Injuries

Ultimately, OHVs are not safe on roads because they were not designed for roadway use.

- **OHVs⁷ have a relatively narrow track and high-center of gravity:** These design features allow for riding in wooded areas and between obstacles, and provide high ground clearance for rough terrain. However, these features put OHVs at a higher risk for rollovers,⁸ and require “that the vehicle takes wider turns than are found in standard road design.”⁹
- **OHVs have low-pressure, deep tread tires designed for off-road use:** Automobile tires have relatively shallow tread and are designed to continually grip and release roadway surfaces. In contrast, OHV tires are made to grab off-road terrain and can act unpredictably on roadway surfaces especially with increasing speed. The operator can easily lose control of the vehicle, potentially endangering the OHV rider, occupants of other vehicles, pedestrians, and bicyclists.¹⁰
- **Most ATVs lack a rear differential:** Most ATVs have a solid rear axle or locked rear differential which means that both the inside and outside wheels rotate at the same speed, unlike motor vehicles designed for roadways. This often requires that the OHV “take wider turns than are found in standard road design,”¹¹ and makes it more difficult for OHVs to negotiate roadway curves, especially at the speeds often traveled on roads.

D. Children and OHVs Do Not Mix

From January 2013 through October 31, 2023, **14% of the OHV deaths in Kentucky have been children 16 years or younger.**

Dr. Charles Jennissen, clinical professor at the University of Iowa, Carver College of Medicine has stated that “[m]ore kids in the US under 16 die from ATVs than bicycle crashes.”¹² Dr. Jennissen has further noted that “[w]e talk a lot about bicycle safety for kids, *but this is a bigger killer, and we need to protect our children.*”¹³ Alarming, recent research from Dr. Jennissen shows that incidents are on the rise across the nation.¹⁴ Public health officials have also documented an increase in OHV deaths and injuries, likely tied school closures and stay-at-home orders. CFA has identified that 16 states are reporting increases in OHV deaths and injuries, through media reports.

E. Additional Information and Conclusion

The latest research about OHVs on roadways and OHV death and injuries, as well as a list of members of a national coalition formed to address this public health crisis and the advocacy efforts undertaken by this coalition are available [here](#).

We urge you to rethink the plans to expand Kentucky’s ATV pilot program and allowing ATVs on Kentucky’s highways. These plans place the public, including OHV operators, pedestrians, bicyclists, and all motor vehicle drivers and their passengers at unnecessary risk.

We hope that you will consider these comments, and if we can be of any further assistance, please feel free to contact Courtney Griffin at Consumer Federation of America at cgriffin@consumerfed.org or (202) 567-7240.

Sincerely,

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¹ Specialty Vehicle Institute of America, Position in Opposition to On-Road Operation of ATVs.
<https://svia.org/opposition-to-on-road-use/>.

² Tips and Practice Guide for the All-Terrain Vehicle Rider, ATV Safety Institute.
http://atvsafety.org/downloads/ATV_Riding_Tips.pdf

³ Specialty Vehicle Institute of America, Position in Opposition to On-Road Operation of ATVs.
<http://www.svia.org/Downloads/PositionPaperOpposingOn-RoadUse.pdf>

⁴ Denning, Harland, Ellis, Jennissen, More fatal all-terrain vehicle crashes occur on the roadway than off: increased risk-taking characterizes roadway fatalities, Injury Prevention, 2012.
<http://www.ncbi.nlm.nih.gov/pmc/articles/PMC3717765/>

⁵ Id

⁶ NHTSA, Fatalities in Traffic Crashes Involving All-Terrain Vehicles. <http://www-nrd.nhtsa.dot.gov/Pubs/812193.pdf>

⁷ The Denning paper cited below deals with ATVs but the CPSC Briefing Package on the Proposed ROV Rule, Pg. 518, notes that ROVs are designed with narrow track widths and high ground clearance for use on off-road trails which results in a high risk of rollovers.

www.cpsc.gov/Global/Newsroom/FOIA/CommissionBriefingPackages/2014/SafetyStandardforRecreationOff-HighwayVehicles-ProposedRule.pdf

⁸ Denning, Harland, Ellis, Jennissen, More fatal all-terrain vehicle crashes occur on the roadway than off: increased risk-taking characterizes roadway fatalities, Injury Prevention, 2012.

<http://www.ncbi.nlm.nih.gov/pmc/articles/PMC3717765/>

⁹ Id.

¹⁰ Id. Discussing ATV tires. The CPSC Briefing Package. Pg. 410. Also defines ROVs as having low pressure tires. This allows one to infer that both categories of OHVs discussed here will have tires that are not suitable for on-road use and will have similar problems when used on-road as those described for ATVs in the 2012 report cited above.

www.cpsc.gov/Global/Newsroom/FOIA/CommissionBriefingPackages/2014/SafetyStandardforRecreationOff-HighwayVehicles-ProposedRule.pdf

¹¹ Denning, Harland, Ellis, Jennissen, More fatal all-terrain vehicle crashes occur on the roadway than off: increased risk-taking characterizes roadway fatalities, Injury Prevention, 2012.

<http://www.ncbi.nlm.nih.gov/pmc/articles/PMC3717765/>

¹² Michigan Farm News. (2020, August 7). Surge in child ATV injuries coincides with COVID-19 pandemic, experts say. Retrieved October 14, 2020, from <https://www.michiganfarmnews.com/surge-in-child-atv-injuries-coincides-with-covid-19-pandemic-experts-say>

¹³ Ibid, emphasis added.

¹⁴ Ibid.