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Final Report

Process and Outcome Evaluation: The Buckle Up America Initiative

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16. Abstract

Buckle Up America (BUA) was a national initiative announced January 1997 directing the Department of Transportation (DOT) to prepare a plan to increase seat belt usage nationwide. In response, the DOT's National Highway Traffic Safety Administration developed a plan to increase national seat belt use to 85 percent by 2000, and decrease fatalities to children under the age of five by 15 percent by 2000. Program evaluation data included multiple sources of seat observation results, Fatality Analysis Reporting System data (FARS), and the collection of law enforcement citation data. Case studies were conducted in locations showing exemplary progress. Seat belt use rates increased after the inception of BUA. However, in 1998, only five states and the District of Columbia were at or above 80 percent belt use; all are jurisdictions having primary seat belt laws. Child restraint use improved markedly for children under age five and fatalities decreased dramatically (-11.9%). By the end of 1998, BUA was nearing its goal of reducing child fatalities by 15 percent, but was still well short of the goal of 85 percent belt use nationwide.

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NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

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Background

The Buckle Up America Initiative (BUA) began when the Secretary of Transportation was directed to prepare a plan to increase seat belt use nationwide. In response, the National Highway Traffic Safety Administration (NHTSA) developed a plan calling for *new partnerships, enactment of new legislation, strong enforcement,* and *expanded public information & education efforts.* The specific goals of the plan aimed to increase seat belt use to 85 percent by 2000 and 90 percent by 2005, and to decrease fatalities to children under the age of five by 15 percent by 2000 and by 25 percent by 2005.

At the same time Executive Order 13043 was issued, which requires seat belt use by all federal employees on the job, all motor vehicle occupants in national parks, and all motor vehicle occupants in defense installations. The Executive Order also recommended that there be seat belt use policies and programs for federal contractors, grantees, and Tribal Governments.

Objective

This report documents two overall evaluation objectives. First, to evaluate outcomes including increased occupant restraint use and reduced fatalities. Second, to document efforts in response to the four components of the BUA Initiative and to the Executive Order 13043.

Method

Historic and current seat belt observation results, from multiple sources, were used to determine trends in occupant restraint use over time. Data from the Fatality Analysis Reporting System were used to determine trends in fatalities. Law enforcement agency (LEA) citation data, categorized by state, state police, and size of urban population, were used to determine trends in occupant restraint citations issued. Case studies in ten states were used to document efforts to pass stronger occupant restraint legislation. Case studies were also used to document exemplary efforts from a number of public and private groups, and used to document exemplary efforts put forward by government agencies to the Executive Order 13043.

(Continued on additional pages)

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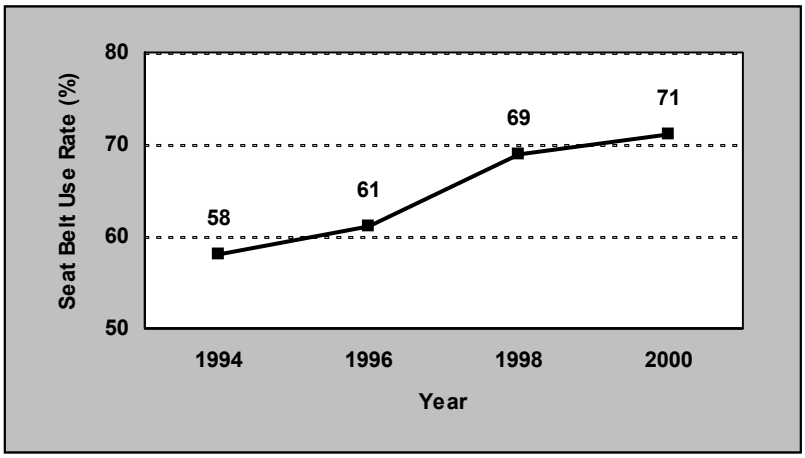
July 1974

Results

Occupant Restraint Use

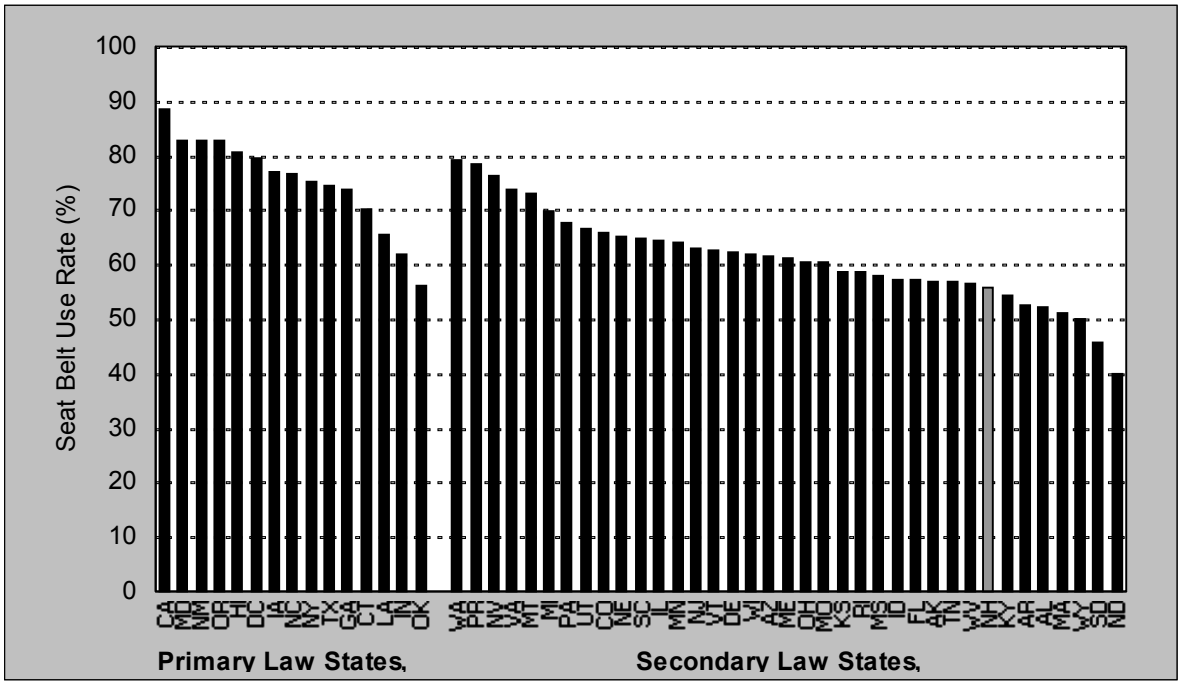
National Occupant Protection Usage Survey (NOPUS) results indicated that belt usage increased from 1994 to 1996 and even more so during early years of BUA, from 1996 to 1998. NOPUS data for 2000 indicated that the usage rate was still improving.



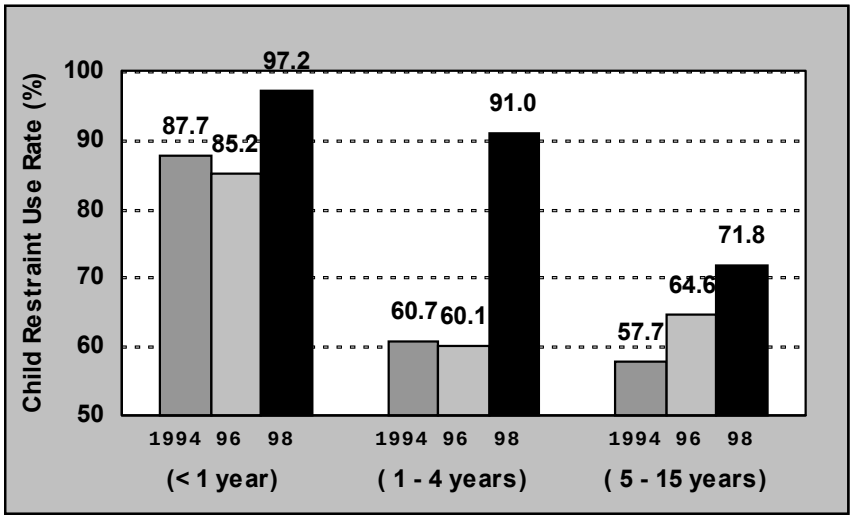
National Occupant Protection Use Survey; Front Seat Belt Use Rate

State reported belt use rates for 1998 indicated that usage was above 85 percent in only one state, California, and at or above 80 percent in four states (MD, NM, OR, HI) and the District of Columbia. All of these locations allow primary enforcement of the seat belt law.

State Reported Seat belt Use Rates, 1998



NOPUS results of child safety seat usage indicated that the use rate improved from 1996 to 1998 (1998 results are preliminary). The largest improvement was for children ages one through four. Improvement also occurred for older children, ages five through 15.



National Occupant Protection Use Survey; Children <5 Years

Fatalities to Children Under Age Five

During BUA large strides to decrease fatalities to children under age five were accomplished. Fatalities decreased dramatically for children under age one (-20.9 percent) and were noticeably reduced for children ages one through four (-8.6%). Fewer fatalities occurred in situations where no restraint was used, and fewer occurred to children using child seats. The fatality data support the conclusion that more kids were buckled up over time.

Number of Child Fatalities by Type of Restraint

	1996	1997	1998	1996-98 pct. change
Under age 1	**177**	**135**	**140**	**-20.9**
None used	85	62	75	-11.8
Child Seat	86	71	61	-29.1
Adult Seat Belt	6	2	4	-33.3
1-4 years old	**476**	**468**	**435**	**-8.6**
None used	253	266	219	-13.4
Child Seat	137	123	123	-10.2
Adult Seat Belt	86	79	93	+8.1
Total	**653**	**604**	**575**	**-11.9**
None used	338	329	293	-13.3
Child Seat	223	194	184	-17.5
Adult Seat Belt	92	81	97	+5.4

Enforcement

Seat belt and child safety seat enforcement increased under the umbrella of BUA programs. Seat belt enforcement data, collected from 32 states, indicated that citations issued increased in number (7.8% across all states) and on a per-resident basis (5.7%). Child seat enforcement data, collected from 29 states, indicated that citations issued also increased in number (8.3% across all states) and on a per-resident basis (6.1%). Results varied according to city size, state police, and type of law, primary or secondary.

Stronger Laws

Since 1997, six states (MD, IN, OK, AL, NJ, MI) and the District of Columbia passed a primary enforcement law. Many other states considered new legislation to strengthen their seat belt law but, for various reasons, were not successful at getting it enacted.

BUA Partners and Public Information & Education

Numerous private and nonprofit groups raised awareness and made positive impacts on occupant protection usage. One notable participant, the National Safety Council's Air Bag and Seat Belt Safety Campaign, promoted high visibility, occupant protection enforcement and helped lobby for stronger enforcement laws in a number of states. Other notable participants included auto manufacturers.

Executive Order 13043

The response to Executive Order 13043 has been sporadic, but some exemplary efforts were documented.

Summary

Buckle Up America is still far from its goal of 85 percent belt usage nationwide in 2000, though progress has been made. Buckle Up America has made remarkable progress towards its goal of decreasing fatalities of children under five years of age.

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I. INTRODUCTION

Buckle Up America (BUA) is a national initiative to increase the use of seat belts nationwide. The National highway Traffic Safety Administration's (NHTSA) plan was announced on April 16, 1997. At the same time, Executive Order 13043 was issued, which requires belt use by federal employees on the job and all motor vehicle occupants in national parks or defense installations. The Executive Order also recommends seat belt use policies and programs for federal contractors, grantees, and Tribal Governments.

It has long been recognized that proper use of occupant restraints is the simplest and most effective way of reducing injuries and saving lives available to drivers and passengers. While there has been continued emphasis in one form or another from the federal government and many other institutions to buckle everyone up, a large number of people still do not. A year before beginning the BUA initiative, national belt use was at 61 percent (National Occupant Protection Usage Survey) (NHTSA, 2000a). BUA is an all-out effort to get the 39 percent who do not buckle up to protect themselves and their loved ones.

Proper protection of our nation's children, with child safety seats and booster seats for the very young and adult belts for older children, is a long-term emphasis for BUA. Particular focus recently was placed on the proper restraint of the youngest children in child safety seats through at least three channels. First, the General Motors' child safety seat distribution program part of a settlement agreement with the U.S. DOT. Second, publicity surrounding the deaths of children caused by air bag deployment. Finally, extensive survey results showing that the vast majority of parents who place their children in safety seats do so improperly (80 to 90%). In 1994, 682 children under the age of five died in motor vehicles; only 24 percent were in child safety seats; 13 percent were in adult seat belts; and 61 percent were unrestrained.

The BUA Initiative contains two objectives:

1. Increase seat belt use to 85 percent by the year 2000 and to 90 percent by 2005;

2. Decrease fatalities to children under the age of five by 15 percent by 2000 and by 25 percent by 2005.

There are four components to BUA: ***building partnerships,*** to bring all aspects of the community to bear; ***enacting new legislation***, to make it clear that elected officials are behind BUA; ***conducting strong enforcement***, to make sure the public understands that non-use can have immediate costs; and ***expanding public information & education***, to continue educating and motivating the public to use seat belts and to provide specific how-to knowledge to those using child safety seats.

This report documents two overall evaluation objectives. The first was to evaluate outcomes including increased occupant restraint use and reduced fatalities. The second was to document efforts in response to the four components of the BUA Initiative and to the Executive Order 13043.

II. TRENDS IN OCCUPANT RESTRAINT USE AND FATALITIES

The National Picture

Buckle Up America is based on the premise that boosting the occupant protection use is the single most effective strategy that can save lives and reduce injuries on American roadways, and increasing the national occupant restraint use rate is at the heart of the program. The four principal components to BUA, *building partnerships, enacting new legislation, conducting strong enforcement,* and *expanding public information & education,* were specifically designed to lead to a higher occupant protection use rate, that a goal of 90 percent nationwide belt use would be reached by 2005, and that higher occupant restraint use would, consequently, contribute to fewer occupant fatalities. Occupant restraint use is one of two "bottom line" outcome measures used to evaluate BUA. The other is the number of occupant fatalities, in particular, child fatalities. Both outcome measures are discussed in this chapter, beginning with occupant restraint use.

Occupant Restraint Use

Three widely known, independent measures of occupant restraint use are discussed below. The three are: 1) the National Occupant Protection Use Survey; 2) state reported belt use rates; 3) and the Motor Vehicle Occupant Safety Survey.

National Occupant Protection Use Survey (NOPUS)

NOPUS provides detailed information on overall shoulder belt use for drivers and right-front seat passengers. Begun in 1994, NOPUS was repeated in 1996, 1998 and 2000. It is an extensive effort for which data collection occurs at over 3,800 sites across the country. Figure 1 shows that the 2000 NOPUS measured the overall observed seat belt use rate at 71 percent, compared to 69 percent observed in 1998, 61 percent observed in 1996 and 58 percent observed in 1994. These estimates reflect statistically significant changes (NHTSA, 2000a).

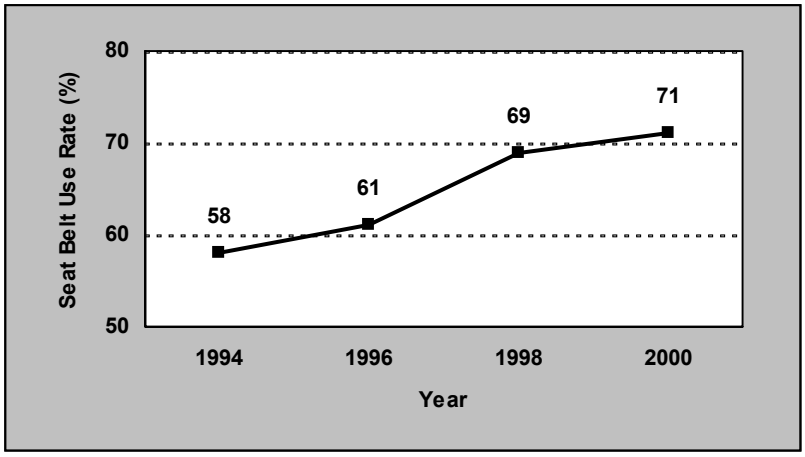

Figure 1. NOPUS Front Seat Belt Use Rate

The 1996 and 1998 NOPUS also provided detailed information on child restraint use for children under five-years of age. Figure 2 shows that tremendous gains were achieved in only two years. This was especially true for children one to four years old. The figure also shows that usage rates were lower as the age of children increase (NHTSA, 2000a).

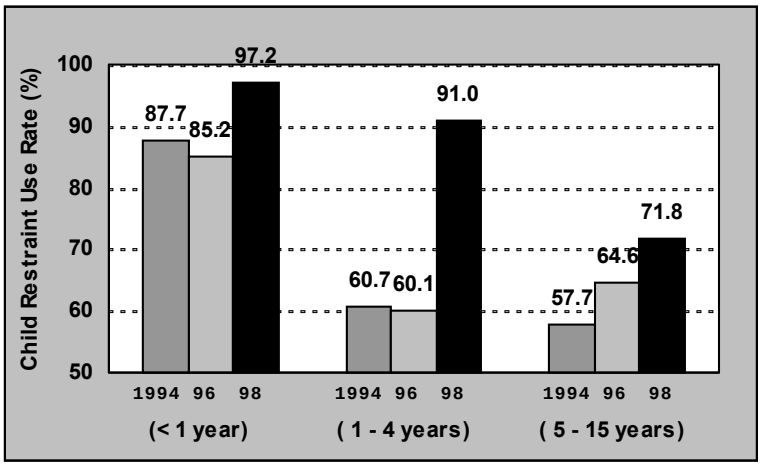

Figure 2. NOPUS Child Restraint Use Rates

State Reported Seat Belt Use Rates

All fifty states, the District of Columbia, and Puerto Rico are required by NHTSA to conduct annual, scientific surveys of driver and front seat passenger belt use. Each year, NHTSA collects the state data and weights it to reflect a national belt use rate. Figure 3 shows the weighted national belt use rates for 1988 through 1999. Belt use increases were largest in the first half of the decade. The most recent result, for 1999, was the highest ever (70%) (NHTSA, 1998, 1999).

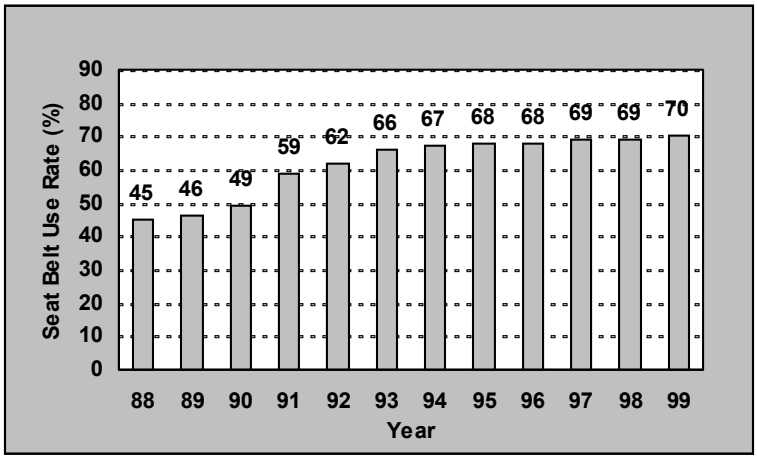

Figure 3. Weighted National Seat Belt Use Rate; State Reported, 1988-99

Contrary to NOPUS, statewide survey results indicate little increase in the belt use rate from 1994 to 1998.

Primary law states, as a group, have always out-performed secondary law states. The graph in Figure 4 provides a snapshot of this fact using 1998 data, as reported by states (NHTSA, 1999). The belt use rate, averaged across primary law states, was 14 percentage points higher than across secondary law states. Belt use was above 85 percent in only one state (CA) and at or above 80 percent in four additional states (MD, NM, OR, HI) and the District of Columbia, and primary, or standard enforcement is allowed in all of these places.

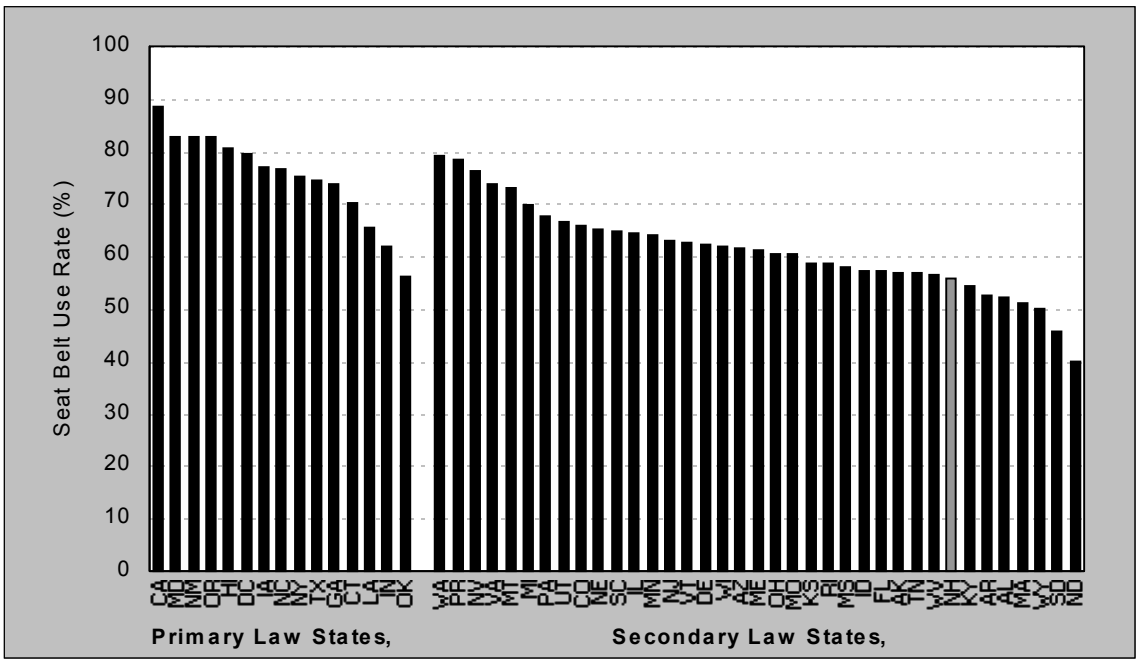

Figure 4. State Reported Seat belt Use Rates, 1998

Two states, Maryland and Oklahoma, and the District of Columbia upgraded their seat belt laws from secondary to primary enforcement in 1997. Seat belt use rates in each of these locations made small gains, if any, from 1993 through 1997 (Table 1). Then, immediately after the law change, belt use rates increased. The increases ranged from +9 to +14 percentage points. The national belt use rate changed only moderately from 1993 through 1997, remained unchanged from 1997 to 1998, then decreased in 1999. The increases measured in the new primary law locations were similar to increases seen in three other states that changed from a secondary to a primary law earlier in the 1990s: California (+18 percentage points); Louisiana (+16 points); and Georgia (+5 to 10 points) (Ulmer et al., 1995; Preusser and Preusser, 1997; Ulmer et al., in process; Solomon et al., 2001). Three more states, Alabama, Michigan, and New Jersey, more recently upgraded to a primary law, and effects of the change have yet to be measured.

Table1. State Reported Belt Use;
National Average Versus New Primary Law Locations

	1993 (%)	1994 (%)	1995 (%)	1996 (%)	1997 (%)	1998 (%)	1999 (%)
Nation	66	67	68	68	69	69	67
New Primary States						Primary Law	
Maryland	72	69	70	70	71	83	83
Oklahoma	47	45	46	48	47	56	61
Washington D.C.	62	62	63	58	66	80	78

Motor Vehicle Occupant Safety

Survey (MVOSS)

MVOSS, begun in 1994, is a biennial telephone survey conducted for NHTSA. For each MVOSS, nearly 8,000 randomly selected Americans, age 16 and older, are questioned on attitudes, beliefs, and behaviors concerning occupant protection. Program areas include seat belts, child safety seats, air bags and other areas related to protecting motor vehicle occupants. Table 2 provides results on a number of occupant restraint topics. MVOSS (Table 2) found an upward trend in self-reported occupant restraint use, especially child restraint use. Increasingly favorable attitudes toward occupant restraint laws and enforcement were also evident. The latest MVOSS results (1998) showed that an overwhelming majority favored a seat belt law for front seat occupants (86%). A smaller majority showed support for a primary law (58%); respondents in primary law states, more than respondents in secondary law states, supported standard enforcement (68% versus 50%). Nearly everyone supported a child restraint law (94%), and over half (60%) believed police should always cite child restraint violations (NHTSA, 2000b).

Table 2. Motor Vehicle Occupant Safety Survey (MVOSS) Results

	1994 (%)	1996 (%)	1998 (%)
Seat Belts			
report "always" using a seat belt	74	76	79
favor front seat, seat belt law	84	86	86
believe primary seat belt law should be allowed	--	52	58
primary state residents	--	65	68
secondary state residents	--	46	50
Child Restraints			
report child under age 6 always rides in car seat	59	63	70
favor laws requiring children to be restrained	94	94	94
believe police should always cite child restraint viols.	58	53	60

Fatalities

The Fatality Analysis Reporting System (FARS) is a census of fatal crashes within the 50 states and the District of Columbia. From 1998 FARS data and Federal Highway Administration estimates of miles driven, fatalities per 100 million vehicle miles of travel were calculated (Figure 5). In 1998, the fatality rate remained at its historic low of 1.6, the same as in 1997, and down from 1.7, the rate from 1992 to 1996 (Traffic Safety Facts, 1997, 1998, 1999, 2000).

Over time, as the belt use rate improved, fatalities (per 100 million miles traveled) also decreased (Figure 5). Both higher use rates and lower fatality rates improved dramatically in the early 1990s. An additional improvement, but not as dramatic, was noticeable after 1996.

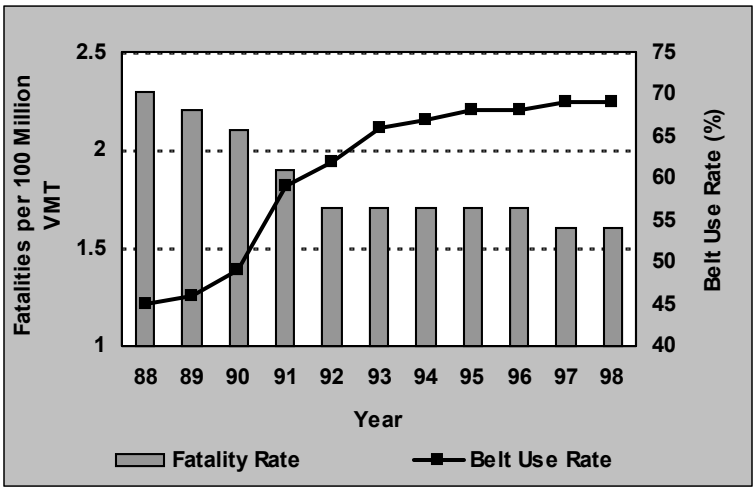

Figure 5. Seat belt Use Rate and Fatalities per 100 million VMT, 1988-98

Child Fatalities

There are dozens of child safety seat models and hundreds of passenger vehicle models, and it is being recognized increasingly that their proper use is complex and difficult to achieve. A new initiative requiring universal three-point mounts in all vehicles beginning with the 2002 model year and child safety seats designed to use those mounts, was announced in early 1999. Until then, the goal has been for caregivers to obtain child safety seats which are compatible with their vehicles, learn how to properly use the child safety seats, and always use them properly.

NHTSA and partnered organizations developed programs to increase protection of the nation's youngest passengers. A couple of notable programs should be mentioned. Operation ABC Mobilizations targeting child passenger safety were highly visible and brought coverage to nearly all of the U.S. During National Child Passenger Safety Week, communities and advocates in every state were urged to carry out activities that promote seat belt and child restraint use along with bike and pedestrian safe behavior.

Table 3 shows recent child fatality data (FARS). The number of children under age one killed in crashes dropped from 1996 to 1998 (20.9%), as did the number of children ages one to four (8.6%). A smaller number of children killed were unrestrained and fewer in safety seats were killed (Traffic Safety Facts, 1997, 1998, 1999, 2000). The fatality data support the conclusion that more kids were buckled up and that more parents are buckling up their children properly.

Table 3. Number of Child Fatalities by Type of Restraint

	1996	1997	1998	1996-98 pct. change
Under age 1	**177**	**135**	**140**	**-20.9**
None used	85	62	75	-11.8
Child Seat	86	71	61	-29.1
Adult Seat Belt	6	2	4	-33.3
1-4 years old	**476**	**468**	**435**	**-8.6**
None used	253	266	219	-13.4
Child Seat	137	123	123	-10.2
Adult Seat Belt	86	79	93	+8.1
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None used	338	329	293	-13.3
Child Seat	223	194	184	-17.5
Adult Seat Belt	92	81	97	+5.4

III. ENFORCEMENT

Conducting *strong occupant restraint enforcement* is a principal component of BUA. Seat belt and child safety seat enforcement increased under the umbrella of BUA programs. Buckle Up mobilizations (special traffic enforcement programs), Campaign Safe and Sober, and Chiefs Challenge helped to boost the level of occupant restraint enforcement. Additionally, the passage of primary enforcement seat belt laws influenced the level of ticket writing in a number of states. Seat belt and child restraint enforcement increased in secondary states as well.

Seat Belt Enforcement

State Level

Data on seat belt citations issued and/or convictions of seat belt violators were obtained from 32 states, for years 1996 through 1998, and represent either annual statewide totals or annual state police activity.

Across all reporting states, the number of tickets issued increased (9.9%) from 1996 to 1998 (Table 4). Nine of the 32 states had a primary law. The remaining 23 states operated under a secondary law. In general, secondary locations experienced more of an increase in the number of seat belt tickets, comparing 1996 to 1998, than primary locations (14.5 versus 0.6%). On a per-resident basis, the increase in the number of tickets issued was also larger for secondary states compared to the primary states (12.7 versus -2.1%). Not every state reported an increase. Four primary states and eight secondary states reported a decrease in tickets issued.

In 1996, primary states issued more citations per-resident than secondary states (113.7 versus 93.4). BUA mobilized law enforcement in both primary and secondary law states to issue more tickets, and although secondary law states responded more, primary states still issued many more tickets per-resident than secondary states in 1998 (111.3 versus 105.3).

Large City (population > 250,000)

Data on seat belt citations issued and/or convictions of seat belt violators were obtained for 31 cities with a population over 250,000 people, for years 1996 through 1998. Sixteen of the cities were located in states with a primary law, 15 in secondary law locations.

Across all study locations, there was a slight decrease (-1.9%) in the number of tickets issued, comparing 1996 with 1998. The study locations with a primary law experienced a 3.7 percent decrease in the number of tickets issued; large cities with a secondary law experienced relatively no change (0.4%). On a per-resident basis, the decrease in ticketing was more apparent for the overall cities (-3.1%), more apparent for primary cities (-5.7%), and a slight decrease was apparent for secondary cities (-0.1%). On a per-resident basis, the number of tickets did not increase in large cities. Before and after BUA, cities in primary locations were issuing more tickets per-resident than secondary locations.

Table 4. Occupant Protection Enforcement Activity; 1996 Versus 1998

Seat Belt Enforcement	1996	1998	% change	Child Restraint Enforcement	1996	1998	% change
State Level				*State Level*			
total states (32)				**total states (29)**			
number of tickets	1,862,965	2,009,119	+7.8	number of tickets	118,212	127,979	+8.3
per 10,000 residents	102.08	107.88	+5.7	per 10,000 residents	7.47	7.93	+6.1
primary states (9)							
number of tickets	886,681	891,742	+0.6				
per 10,000 residents	113.66	111.32	-2.1				
secondary states (23)							
number of tickets	976,284	1,117,377	+14.5				
per 10,000 residents	93.43	105.28	+12.7				
Cities (Pop.>250,000)				*Cities (Pop.>250,000)*			
total cities (31)				**total cities (31)**			
number of tickets	197,750	194,068	-1.9	number of tickets	21,204	22,825	+12.3
per 10,000 residents	121.27	117.45	-3.1	per 10,000 residents	12.46	13.81	+10.9
primary cities (16)							
number of tickets	107,681	103,661	-3.7				
per 10,000 residents	131.50	123.95	-5.7				
secondary cities (15)							
number of tickets	90,069	90,407	0.4				
per 10,000 residents	110.95	110.79	-0.1				
Cities (Pop.<250,000)				*Cities (Pop.<250,000)*			
total cities (44)				**total cities (44)**			
number of tickets	34,100	36,525	+7.1	number of tickets	4,403	3,940	-10.5
per 10,000 residents	120.79	126.81	+5.0	per 10,000 residents	15.60	13.68	-12.3
primary cities (23)							
number of tickets	23,035	21,154	-8.2				
per 10,000 residents	135.97	123.12	-9.4				
secondary cities (21)							
number of tickets	11,065	15,371	+38.9				
per 10,000 residents	98.01	132.25	+34.9				
State Police				*State Police*			
total (13)				**total (10)**			
number of tickets	952,540	909,000	-4.6	number of tickets	55,220	65,121	+17.9
per 10,000 residents	88.55	82.94	-6.3	per 10,000 residents	5.35	6.19	+18.5
primary (5)							
number of tickets	537,997	441,675	-17.9				
per 10,000 residents	113.71	91.3	-19.7				
secondary (8)							
number of tickets	414,543	467,325	+12.7				
per 10,000 residents	68.79	76.34	+11.0				

Mid and Small City

Data on seat belt citations issued and/or convictions of seat belt violators were obtained for a stratified random sample of 44 cities with a population under 250,000 people, for years 1996

through 1998. Twenty-three of the cities were located in states with a primary law, 21 in secondary law locations. Overall, the number of tickets issued in the mid and small cities increased (7.1%) from 1996 to 1998. This was due to a large increase in secondary locations (38.9%), where as in primary locations, there was a decrease (-8.2%). Some primary law locations (11) and some secondary law locations (9) reported a decrease in ticket writing.

In 1996, primary law cities were issuing more citations per-resident than cities with secondary laws (136.0 versus 98.0). BUA mobilized law enforcement in secondary states to issue more (132.2). Over the same time period, the number of tickets issued in primary locations decreased (123.1), so that, by 1998, cities in both primary and secondary locations were issuing tickets at a much closer level, but now, secondary states were issuing more per-resident.

State Police

Data on seat belt citations issued to seat belt violators were obtained for 13 state police agencies, for years 1996 through 1998. Five were located in primary law states and eight located in secondary law states. Overall, the number of tickets issued decreased (-4.6%), mostly due to a decline in ticketing in primary law states; tickets issued per-resident decreased -6.3 percent. The number of tickets issued by state police in primary law states fell -17.9 percent; on a per-resident basis, the decrease was 19.7 percent. The number of tickets issued by state police in secondary locations increased 12.7 percent, and the rate of ticketing per-resident 11.0 percent. State police in primary law states continued to write more tickets than did state police in secondary law states.

Child Restraint Enforcement

State Level

Data on child safety seat citations issued and/or convictions for child restraint violations were obtained from 29 states, for years 1996 through 1998 (Table 4). The data represent either annual statewide totals or annual state police activity. Measured, enforcement activity increased in number (8.3%) as well as on a per-resident basis (6.1% across all locations).

Large City (population > 250,000)

Data on child safety seat citations issued and/or convictions of child restraint violations were obtained from 31 large cities, each with a resident population of over 250,000, for years 1996 through 1998. The number of child restraint tickets issued increased over time by 12.3 percent. The increase was also evident on a per-resident basis (10.9% across all locations).

Mid and Small City

Data on child safety seat citations issued and/or convictions for child restraint violations were obtained from 44 mid and small cities (population < 250,000), for years 1996 through 1998. Measured, enforcement activity decreased in number (-10.5%) and on a per-resident basis (-12.3%).

State Police

Data on child safety seat citations issued and/or convictions for child restraint violations were obtained for 10 state police agencies, for years 1996 through 1998. Enforcement activity increased in number (17.9%) and on a per-resident basis (15.7% across all locations).

IV. LEGISLATION

Enacting new legislation is a strategic component of BUA. The benefits of enacting a new primary enforcement law have been clearly documented. Primary law locations, as a group, have higher belt use rates than secondary law states, and immediate large gains in usage occur when states adopt a primary enforcement law (Ulmer et. al., 1995; Preusser and Preusser, 1997; Solomon et. al., 2001). In 1999, at least 25 states undertook major efforts to upgrade existing seat belt laws to allow primary enforcement. Primary enforcement permits a police officer to stop a vehicle solely because the driver, and/or in some cases a passenger, is not wearing a seat belt. These efforts were successful in Alabama, Michigan and New Jersey, bringing the total number of states with primary enforcement laws to 18, plus the District of Columbia.

There were temporary setbacks in Indiana and Louisiana, states that previously had enacted primary enforcement laws. In October 1998, a county judge ruled that Indiana's recent primary enforcement law was unconstitutional. For nearly a year, police enforced seatbelt use under the secondary law that remained on the books. The Indiana Supreme Court eventually overturned the lower court ruling, and police resumed primary enforcement in fall 1999. In Louisiana, the Third Circuit Court issued a ruling that called the state's primary enforcement law into question, and the Department of Public Safety issued orders to conduct only secondary enforcement until the issue could be resolved. Legislation resolving the issue was passed in the 1999 legislative session, reinstating primary enforcement.

Efforts to Improve Legislation

Case studies were conducted of ten states that mounted exemplary campaigns for primary enforcement laws in 1999. The states were selected in consultation with NHTSA regional offices and the National Safety Council's Air Bag and Seat Belt Safety Campaign (AB&SBSC), which was actively involved in most of the state efforts. In addition to Michigan, Alabama, and New Jersey, case study states also included Arkansas, Delaware, Colorado, Florida, Illinois, Virginia, and Vermont. The case studies are based on telephone interviews with key state players and a review of written materials provided by states or the NHTSA regional offices. NHTSA offices suggested persons to contact in each state; typically, these were persons in the state highway safety office and leaders of the state seat belt coalition.

Each state has a unique history with regard to seat belt legislation, different levels of public support for seat belt laws, and different belt use rates. More importantly, the political landscape in each state is unique. In reviewing the experiences of the case study states, it is difficult to find differences between the efforts of the successful and unsuccessful states. All of the states studied conducted vigorous campaigns that involved many diverse elements in their states. The states that were successful did the same things, and with the same intensity, as the states that were not successful. Thus, there is no single strategy to assure success.

Florida's experience exemplifies the substantial obstacles that may be faced by primary enforcement proponents. The effort undertaken in Florida, in 1999, was arguably the most intensive effort ever undertaken to enact a primary seat belt enforcement law. Yet, this effort failed to produce such a law. Furthermore, some observers believe that the bill came no closer to passage in 1999 than in earlier years.

In Florida, AB&SBSC spent close to a million dollars in paid media advertising alone in an attempt to generate constituent pressure on legislators. The Campaign also hired a former NHTSA

Regional Administrator to coordinate the campaign, as well as a public relations firm, and specialized lobbying firms. The rationale for this investment was that the legislature had come very close to passing the law in 1998, and Florida represented an opportunity to "move the needle" nationally. In the end, perhaps the primary lesson from the Florida experience is that in some cases, no amount of popular support or lobbying can move legislators in entrenched leadership positions.

Campaign Elements and Participants

The elements of the campaign were similar in all states. A grass roots coalition was established or broadened; the coalitions involved non-profit highway safety organizations, businesses, and government agencies. The core members of most coalitions had been involved in previous attempts to enact primary enforcement laws and/or ongoing efforts to promote seat belt and child restraint use. Some coalitions made a concerted effort to broaden their organizational base by, for example, eliciting the support of the health care and public health communities.

The coalitions were well funded and highly organized. Most hired a full-time coordinator. All had a public awareness component and a direct lobbying component. Some retained public relations firms and lobbyists to lead these efforts.

The coalitions undertook a wide variety of initiatives, including, for example, public events and demonstrations, letter writing and e-mail campaigns, developing brochures, etc. National safety advocates or government officials made appearances in many states. The AB&SBSC provided funding, which often paid the salaries of the coordinator and other staff and sometimes directly compensated public relations and lobbying firms. AB&SBSC also provided technical assistance and information. In many states, AB&SBSC staff made appearances in support of the campaign. Some, but not all, states welcomed the assistance of the AB&SBSC.

When requested, NHTSA provided technical assistance, statistics, and materials, consultation, and general support. As permitted by law, NHTSA officials provided expert testimony to legislative committees when requested to do so.

An innovative strategy employed in Illinois was the passage of local ordinances providing for standard seat belt enforcement. This strategy resulted in the enactment of local ordinances by 28 communities, representing a combined population of 750,000, as of June 1999.

Campaign Messages

Primary enforcement proponents relied on many of the traditional arguments for stronger seat belt laws. Proponents stressed the savings in injuries and fatalities and the economic and social costs that would accrue from the higher belt use produced by tougher enforcement. Proponents were often able to buttress these arguments with state data as well as national data. Proponents also relied on data, where available, indicating the public's support for seat belt enforcement.

AB&SBSC encouraged states to employ the message that adults who don't buckle up have a dangerous impact on children's safety, citing state statistics showing that child restraint use is lower when adults are not buckled up. This strategy was devised to take advantage of the public's concern about the welfare of children and to neutralize the argument that an individual's failure to use a seat belt poses a potential threat only to himself/herself. The theme was used in varying degrees by the states, and it represented the primary theme of Florida's media campaign. Since the desired results were not achieved in Florida, some have questioned whether this theme can be communicated well in TV spots and print media. However, the concept was believed to help

broaden participation in the grass-roots coalition in Michigan, a factor deemed important in that state's success.

Obstacles to Passage

Partisan politics was almost certainly an issue in some states, and opponents employed a variety of political and parliamentary maneuvers to block passage of primary enforcement bills. However, the two primary obstacles faced by safety advocates were concerns about the protection of personal freedom and concerns that a primary enforcement law would result in racial profiling/harassment. These concerns posed a significant obstacle to passage of primary enforcement laws since they arose from deep-seated convictions about the role and limitations of government and laws, and the potential abuse of laws.

Concerns about individual freedom reflected a belief that an individual's failure to wear a seat belt poses potential harm only to that individual and not to others. In fact, clear evidence was presented that failure to buckle up imposes a substantial cost on others through higher health care and other costs resulting from injuries and deaths. Such evidence, however, was seldom persuasive to legislators concerned with individual freedom. A potential strategy in the future may be to persuade those legislators that important segments of the community (e.g., police agencies, educators, doctors) and the majority of the public are concerned not only about health and safety but the shared costs of injury too. Rising usage rates may also aid, since fewer persons would be subject to enforcement. "Saved by the Belt" testimonials may also have some success in reaching hard-core opponents on an emotional level.

States used a variety of strategies to address concerns about racial profiling, and some of these strategies were clearly successful. In the successful primary enforcement campaigns, in Michigan and Alabama, concerns about racial profiling were partly addressed by statutory language providing that potential racial profiling be monitored. In Alabama, proponents of primary enforcement met with the black legislative caucus early in the session to develop language providing that an officer issuing a seat belt ticket must also record the reason for the stop and the race of the driver and occupants. This information will be analyzed to determine if there are patterns of racial profiling. Primary enforcement proponents in Michigan convinced legislators that the issue of racial harassment should be addressed in a broader context than seat belt legislation. However, the Michigan law also provided that law enforcement agencies must investigate reports of harassment that arise from enforcement of the law and that studies be conducted of reported incidents of harassment.

States used a variety of other strategies to address concerns about racial profiling, including obtaining the support of black legislators and providing testimonials or other evidence of support from black state or national organizations or community leaders. Some concerns were also allayed by evidence that most blacks support strict enforcement of seat belt laws and are as concerned as whites about the crash risks.

New Primary Laws That Were Passed

Alabama

Alabama had attempted to enact a primary enforcement law for a decade. Each year, the bill failed to pass the House. A persistent obstacle was the House Black Caucus, which feared that the law would be enforced selectively to harass black motorists.

Many organizations were involved in securing the bill's enactment. The Alabama Safe Kids Coalition developed a compilation of letters of support from law enforcement agencies, medical professionals, and private industries, and statements of "living witnesses," crash victims who were "saved by the belt." The State Safety Coordinating Committee developed a series of brochures summarizing the merits of primary enforcement. The Committee also distributed updates on the status of the bill, which were credited with helping to unify the diverse coalition of organizations supporting the legislation. Finally, AB&SBSC funded a lobbying firm and provided statistical information.

Regional traffic safety coordinators built community support through local briefings and other educational activities. A NHTSA contractor, effective in mobilizing local opinion leaders, conducted eight regional briefings. Elected officials, highway safety and injury prevention advocates, business and educational leaders, and other local leaders attended the briefings.

Anticipating problems in gaining approval from the House Black Caucus, proponents of primary enforcement met with caucus leaders early in the legislative session, and drafted a bill with language to prevent abuse by police officers. The law provides that the officer must record on the ticket the reason for the stop and the race of the driver and occupants. This information, along with other ticket information, will be analyzed to determine if there are patterns of profiling minorities. Many of the legislators who had historically opposed the measure still do. What made the difference in 1999, however, was the neutralization of opposition from the Black Caucus, giving the bill the margin it needed to pass the House.

Michigan

On May 26, 1999, Michigan's primary seat belt enforcement act was signed into law. The new law not only provides that a driver may be stopped and ticketed for not using a seat belt, but also requires that children under four years old be secured in a child safety seat in the rear seat, children aged 4-15 must be belted in all seating positions, and that all front-seat passengers must wear seat belts.

Securing a primary enforcement law was a long-term project in Michigan, with efforts dating back more than a decade. The support of the current Governor was a key factor in the bill's passage. Another factor was the composition and strength of the seat belt coalition, which broadened to include not only law enforcement and highway safety groups, but also the medical and health care communities. In addition, traditional supporters in the automobile and insurance industries continued to give support and were especially useful in navigating the political landscape.

A strategic factor was that the bill was first introduced in the Senate, where it had failed in 1998. It was believed that there were political advantages to this tactic. In addition, due to term-limits, there were 64 new Representatives, who may have been of a different mind set than long-term legislators.

Although racial profiling is a highly visible issue in Michigan, supporters of the bill were able to convince the legislature that profiling should be addressed by separate legislation pertaining to all motor vehicle laws. Thus, the primary enforcement bill did not include special language intended to prevent racial profiling in enforcement of the seat belt law.

The Michigan Safety Belt Coalition, a group of about 100 organizations, coordinated the Michigan effort. Supporters included dozens of health care groups, such as the state's Chapter of the American College of Physicians, College of Emergency Physicians, Nurses Association, Health and Hospital Association, Spinal Cord/Traumatic Brain Injury Advisory Committee, medical society, county medical associations, and community health organizations. Traditional highway safety organizations included AAA, MADD, SADD, Traffic Safety Associations, Safe Kids, law enforcement organizations, and insurance companies.

Coalition members were urged to contact legislators and to use their organization's lobbying resources to promote the bill. To assure that Coalition members were communicating a consistent message, members were given a brochure, "Case for Primary Enforcement," which addresses a number of arguments against a primary enforcement law. All legislators were also sent the brochure, which cited prominent black leaders who supported standard seat belt enforcement and suggested that racial profiling is a separate issue.

Funding from AB&SBSC was funneled through the Traffic Safety Association of Michigan, a non-profit organization of corporations that provide driver education for businesses. The funds were used primarily to hire an "issues manager." In 1999, greater emphasis was placed on positioning the measure as a public health issue rather than a law enforcement issue. This was especially important in light of the increased awareness of the issue of racial profiling. This re-positioning included the use of the term "standard enforcement" rather than "primary enforcement," which may imply that seat belt stops may become the most frequent reason for stopping motorists. The re-positioning also included an emphasis on the potential life and injury savings from seat belt use, which were summarized in a Safety Belt Coalition brochure.

Upon the law's enactment, the Coalition began to plan a public awareness campaign focusing on the new standard enforcement law. A law enforcement team began to formulate enforcement strategies, and a child safety seat team began to alert the public to changes in the child passenger safety provisions. Additionally, a team in the metropolitan Detroit area began to plan community support and outreach to the law enforcement community. At the invitation of the Coalition, the most vocal opponents of the measure, the Farm Bureau and the American Civil Liberties Union, were participating in the implementation effort.

New Jersey

Patience appears to have been the most effective tactic in New Jersey's successful campaign for a standard seat belt enforcement law, signed into law on January 18, 2000.

In 1998, the bill narrowly passed the Assembly but did not reach the Senate floor. Then, in January 1999, concern was raised over racial profiling issues. Given concerns about the considerable political fall-out from current events, proponents of primary enforcement opted to delay efforts to promote the legislation. In fall 1999, an intensive effort was undertaken to promote the bill in the Senate. Concerns about racial profiling were allayed by endorsements of the bill by prominent black ministers, the New Jersey Council of Black Nurses Association, national organizations such as the Urban League, and endorsement by a prominent black assemblyman. Skeptics were also influenced by a study by the National Black Caucus of State Legislators that

indicated strong support for standard seat belt enforcement among African-Americans. In prior years, the President of the Senate, who believed that seat belt use should be a matter of personal choice, blocked the bill. However, in 1999, he was persuaded that the bill had wide support and should come to a vote, following a letter-writing and lobbying effort by the New Jersey Seat Belt Safety Coalition, endorsements by major newspapers, and sponsorship by a Senator who had been a strong opponent of a motorcycle helmet law.

The bill reached the Senate floor on the last day of the session. With an audience that included children on a field trip organized by the Seat Belt Safety Coalition, there was little debate, and 22 of 40 Senators voted to adopt the bill. Attention then focused on the Governor, who had expressed concern that the police might enforce the law in a discriminatory manner. The Coalition's public relations firm generated extensive positive news coverage and secured numerous editorial endorsements while the bill was on the Governor's desk. Strong endorsement of the bill by the Attorney General helped convince her to sign it.

More than 50 organizations joined the Coalition. The New Jersey State Safety Council, which had led previous efforts to enact a primary enforcement law continued to play a major role as did other traditional supporters of highway safety legislation, such as law enforcement organizations, AAA Clubs of New Jersey, Safe Kids, MADD, and the Saved by the Belt Club. There was active support from the health care community, including such groups as the American Academy of Pediatrics; state chapters of the American College of Emergency Physicians, Medical Society of Family Physicians, hospital associations; injury prevention groups; and major health plans and HMOs. Other coalition members included the state's League of Municipalities, Conference of Mayors, Chamber of Commerce, as well as insurance associations and automobile manufacturers. The campaign relied heavily on information provided by the New Jersey Department of Law and Public Safety, Division of Highway Traffic Safety.

Other Efforts to Improve Legislation

Arkansas

Despite an unprecedented level of effort in Arkansas in 1999 to secure enactment of a primary enforcement seat belt bill, supporters suffered a disappointing and unexpected setback on the final day of debate in the House.

The bill passed easily through committee and passed the full Senate by a margin of two to one. The bill was expected to pass the House, where it lost by only one vote in 1998. However, in 1999, the bill failed the House by a vote of 33 to 66. The bill's proponents speculate that the bill may have been the victim of its own early success. The high level of publicity associated with the Senate vote and the wide margin of victory may have mobilized opponents who believed the bill intruded on personal freedom.

The failure to secure passage is also attributed to more recent concerns about racial profiling. According to the Arkansas Seat Belt Coalition, the House was especially vulnerable to constituent concerns; as a result of term limitations, 57 of the 100 members were freshmen. The loss of votes was particularly high among newly elected officials in one of the parties, in which 11 initial supporters changed their positions between the time the bill passed the Senate and the time it was voted on the floor of the House. The bill faces an uncertain future, given that in the next legislative session in 2001, the membership of the Senate will completely turn over as the result of term limits.

Colorado

The 1999 effort to enact a primary enforcement seat belt law in Colorado was the second successive attempt funded by AB&SBSC. The 1998 effort lost in the House by only one vote, and the outlook for passage in 1999 appeared bright. On February 24, the bill passed the House by a vote of 33 to 30. Although nearly half the Senators had expressed support for the bill, it was defeated in the Senate Transportation Committee on March 16 by one vote and never reached the Senate floor. The bill's supporters believe the key factor was continuing opposition to the bill the President of the Senate, whose opposition is so strong that in 1998 he spoke against the bill while recovering from injuries sustained in a car crash.

Delaware

Although ultimately unsuccessful, Delaware's 1999 effort to obtain a primary seat belt enforcement law was more successful than the first such effort in 1998. In 1999, the bill passed the House by a vote of 31 to 9, but then stalled in the Senate Judiciary Committee. It had been anticipated that the measure would pass the full Senate, and supporters hoped that the bill would reach the Senate floor when the legislature reconvened for an upcoming session.

The racial profiling issue did not emerge as a significant factor in Delaware. However, there were continuing expressions of concern about the possible intrusion into personal rights; the President Pro Tempore of the Senate, who assigned the bill to his committee rather than the Public Safety Committee, expressed such concerns. Observers also believe that the bill was a victim of partisan politics.

Florida

A massive effort to enact standard seat belt enforcement legislation in Florida did not yield anticipated results. Although the bill passed the Senate by a vote of 23 to 14, and the Governor indicated he would sign the bill upon enactment by the House, the 1999 legislative session ended before the bill reached the House floor. In the waning hours of the session, the House Speaker said it was his judgment that there would be considerable debate on the bill and that the remaining time should be used to enact other important, but less controversial, legislation.

AB&SBSC invested more than a million dollars in the belief that "if you get Florida, you move the needle nationally." The approach included hiring a former NHTSA Regional Administrator as campaign coordinator, a lobbying firm, and a public relations firm. The largest expenditure went to funding a TV campaign, created by an advertising agency in Washington, D.C. and broadcast in the major media markets. The campaign's objective was to "change the debate" from a focus on saving lives, injuries, and economic costs to a recognition of seat belts as a "kids' issue." Drawing on research that links child restraint use with adult restraint use, this appeal was meant to increase constituent pressure on legislators who were "pro-kid" but had opposed past primary enforcement bills on civil liberty grounds. The campaign also sought to neutralize the argument that not wearing a belt hurts only the non-user.

Public relations were described as "spectacular." The effort was focused toward geographic areas represented by the key legislators, and nearly all the major news media gave a great deal of space to the issue and endorsed the bill. Critics of AB&SBSC's campaign believe that the theme was too complicated to be communicated clearly in a TV commercial. The timing of the campaign was also questioned. Since all the advertising was concentrated at the beginning of the legislative session, public reaction to the ads may have faded by the time the bill was considered in the House.

The Florida Safety Belt Alliance, a loose confederation of about 180 organizations, organized grass-roots support. In addition, Safety Belt Alliance retained a lobbying firm. AB&SBSC also hired a general lobbying firm and a second firm that specializes in issues of interest to the Hispanic and African-American communities. The lobbying team also included lobbyists from AAA, the auto industry, and the insurance industry.

The fear that primary enforcement of the seat belt law would result in increased racial profiling emerged as a concern. The legislative black caucus publicized its concerns several months before the session. Proponents of the bill believe, however, that the lobbying team was able to turn around the issue by developing an amended bill that provided that a police officer cannot use a seat belt stop as probable cause for a vehicle search. The black caucus was also influenced by a letter from a Georgia legislator and member of the Transportation Committee of the National Organization of Black Caucuses. A survey indicating that blacks are as concerned as whites about the risk of injury in a crash, and that risk perception among blacks is higher for automobile crashes than for other hazards was also put to use. A black Senator and former State Trooper, who had originally expressed reservations about the bill because of its potential for harassment, made a moving speech endorsing the bill from the Senate floor. It is believed that he will be a principal sponsor of the primary enforcement bill in the next legislative session.

One key participant concluded that although the 1999 campaign was highly successful in raising public awareness and increasing constituent pressure, the primary obstacle was the legislative leadership of both parties, who opposed primary enforcement primarily because they believed it intrusive. Because these legislators represent secure districts, no amount of advertising can generate sufficient constituent pressure to change their minds. Term limits, which had a minor effect on the 1999 legislature, wouldn't have the maximum effect until 2000, when many historic opponents of the bill would be replaced.

Illinois

Illinois was among the ten states in which AB&SBSC funded grass-roots legislative efforts in 1999. However, it was clear early on that there was little chance of passing standard seat belt enforcement legislation in Illinois, due to strong opposition in the Senate. In the future, the bill will again start in the Senate, a successful strategy in Michigan in 1999.

Despite the difficulties in securing a new state statute, primary enforcement has made significant progress in Illinois due to a local seat belt ordinance initiative. As of June 1999, 28 Illinois communities, representing a combined population of about 750,000, had passed primary enforcement ordinances. Similar ordinances were pending in 18 additional jurisdictions. The program, begun in 1998, was initially confined to Illinois, which has a “home rule” law that enables cities, towns, and villages with over 30,000 residents to enact their own traffic legislation. In addition, a provision of the motor vehicle code enables localities to enact additional traffic laws deemed necessary for the safety of the community.

Vermont

Although primary seat belt enforcement appears to have popular support in Vermont, proponents of a primary enforcement law were unable to get the bill out of committee in 1999. This may have been partly attributable to the fact that graduated licensing legislation was the top legislative priority.

It was believed that the heated battle to secure seat belt legislation back in 1994 still had a negative effect on the legislature's willingness to consider new highway safety legislation. The first effort to strengthen the state's seat belt law was undertaken in 1999. It was initiated by the Governor in response to a request from the police Chief in St. Johnsbury. The Chief's request arose from a May 1998 crash in which four people, including two children, were killed. Although the Governor expected stiff opposition to a primary enforcement law, he believed that it was the right time to place the issue on the legislative agenda and to raise the public's awareness of the issue. House opposition to the bill runs deep within both political parties. Individual freedom is the main issue in Vermont, as it is in most New England states.

The 1999 effort demonstrated that standard seat belt enforcement is a high priority among highway safety advocates. The bill's proponents planned to continue their efforts in 2000 and to seek to involve the public more fully. One strategy they were considering was to seek extension of the child passenger safety laws to provide primary enforcement for young drivers and passengers.

Virginia

After several efforts to improve Virginia's seat belt laws over the past several years, in 1997 the Legislature enacted a primary enforcement seat belt law for vehicle occupants under 16 years of age. To secure enactment of that law, safety advocates promised that they would not seek to broaden the coverage to adults in the 1998 session. However, in 1999, a "full-court press" began to secure passage of a primary enforcement bill that would apply to drivers and passengers of all ages.

The bill was strongly supported by both parties in both legislative houses. The Lieutenant Governor endorsed the omnibus highway safety bill, which contained the strengthened seat belt legislation. The Senate passed the bill, and proponents believed it would have passed the House of Delegates, if an unanticipated parliamentary maneuver had not blocked a vote on the bill. In order to allay any fears of police abuse of the law, the proposed bill stated police could not search a car or its occupants based solely on a seat belt violation. On the day before the bill was introduced on the floor of the House, news about the New Jersey State Police profiling issue surfaced. Concerned about the racial profiling issue, Virginia's Black Legislative Caucus joined forces with a group of conservative legislators who objected to the bill on the basis that it may intrude on personal choice. Sponsors of the bill argued that there were only nine complaints of racial harassment by the State Police in over one million traffic stops in 1998, and that only one was upheld. However, the opposition countered that their concerns lay with local enforcement agencies. Only 20 minutes after the bill was introduced in the House, a voice vote sent the bill back to the Transportation Committee for further study of its potential misuse to harass minorities. At that point, there was insufficient time before the end of the session to study the issue and bring it back for consideration by the House. The bill's supporters planned to continue their efforts in the 2000 legislative session.

V. PARTNERSHIPS AND PUBLIC INFORMATION & EDUCATION

In response to the Buckle Up America Initiative, countless national and local corporations and private sector non-profit organizations mounted efforts to promote seat belt and child safety seat use. The contribution of these groups was to *expand public information & education*, a principal BUA component. There are many examples of companies that donated time, money, and resources in connection with BUA events. Several, certainly not all, are mentioned below.

Air Bag and Seat Belt Safety Campaign

The Air Bag and Seat Belt Safety Campaign (AB&SBSC), established June 1996, is an organization under the auspices of the National Safety Council. Begun as an effort to maximize the lifesaving benefits of air bags, AB&SBSC grew rapidly into a role that made them a prominent supporter of BUA. AB&SBSC was contacted for telephone interview, during which general topics pertaining to BUA related activities were covered. At that time, requests were made so that additional materials and information related to lobbying, enforcement, and public information and education would be gathered.

To date, AB&SBSC goals have included educating the public to the benefits and problems associated with occupant restraint, mobilizing statewide and national efforts to enforce occupant restraint laws, and participating as a facilitator for improving seat belt legislation in a number of states. They have supported all four BUA components, *building partnerships, enacting new legislation, conducting strong enforcement,* and *expanding public information & education*.

AB&SBSC has sponsored, co-sponsored, and attended numerous events, conferences, and one-on-one meetings inviting greater participation. These activities resulted in a growing number of public/private groups promoting the correct use of occupant restraints. A large network of partners continues to give AB&SBSC avenues by which goals of passing new legislation, supporting more enforcement, and educating the public can be accomplished.

Backers and Partner

Backers
- Automobile manufacturers
- Insurance companies
- Child safety seat manufacturers
- Occupant restraint manufacturers

Partners
- National government officials
- Local government officials
- Health professionals
- Law enforcement professionals
- Fire and safety professionals
- Concerned volunteers

Enacting New Legislation

AB&SBSC targeted a number of states where attempts to pass stronger occupant restraint legislation were underway. In the last two years, with assistance from AB&SBSC, three states changed from a secondary enforcement belt law to a primary law. These states were Alabama, Michigan and New Jersey. More recently, AB&SBSC explained it would focus legislative efforts in four more states, Delaware, Ohio, Wisconsin, and Florida.

AB&SBSC's push for new legislation was based, more or less, on a comprehensive strategy that included continued contact with legislators and key participants in the legislative process. For this task, hired lobbyists were used. Additionally, AB&SBSC organized coalitions of support among medical, safety and victims communities, and public and private safety groups, even grass-

roots people. Together these groups assisted through letter writing and call campaigns. Presenting the tragic results from crashes with unprotected occupants was another useful tool for persuasion.

AB&SBSC also used the media extensively to push for new legislation. The media was used to publicize public support for occupant protection laws, including minority support. Another strong point to publicize was that buckled parents usually meant protected children.

While seat belt legislation was said to be the primary focus for lobbying efforts, AB&SBSC also focused attention on closing gaps in child protection laws, and pursuing upgrades such as penalty points and higher fines.

Conducting Strong Enforcement

AB&SBSC supported both local and nationwide occupant protection selective traffic enforcement program (sTEP) efforts. For Nationwide Mobilizations, AB&SBSC provided media and advertising that not only educated the public to the benefit of occupant protection use, but also served to bolster efforts to enforce occupant restraint laws. Often times, AB&SBSC officials made appearances with national, regional, and local officials and law enforcement leaders in order to heighten awareness during sTEP periods.

AB&SBSC made an effort to make all levels of the law enforcement community aware of the needs for occupant restraint enforcement and implored them be active in their particular communities. They also advocated that law enforcement accept offers for occupant restraint training and that they participated in activities like Operation ABC Mobilization and Chief's Challenge. Over 7,000 law enforcement agencies participated in the November 1999, Operation ABC Mobilization, the largest number ever. This number was expected to grow to over 8,000 for the 2000 Mobilizations.

As early as 1997, AB&SBSC provided support and guidance to selected states that would carry out sTEP waves. Since then, eight states participated (Colorado, Connecticut, Georgia, New Mexico, North Carolina, New York, South Carolina, Virginia). Wave efforts were statewide and included periods of highly visible enforcement, with public information and education.

Expanding Public Information and Education

Educating the public was a key component of AB&SBSC's activities. Self-reported results of the coverage received for the November 1999, Operation ABC Mobilization are shown on the subsequent page.

AB&SBSC Media Coverage; November 1999, Operation Mobilization

Overall Coverage

- Coverage in ten of the top ten media markets, totaling more than 115 news stories, including: the CBS Morning News; CBS Evening News; NBC Today Show; Good Morning America; CNN National Early Edition; CNN Headline News; CNN; All News Cable Channel; Univision; and Univision's Despierta America.
- Coverage in 48 of the top 50 media markets, totaling more than 287 news stories
- More than 530 local stories across the nation that reached 23 million Americans
- Total audience estimated at 64 million Americans

Print Coverage

- Stories in nine of the ten top markets, including: the New York Times; USA Today; Washington Post; Los Angeles Times; Philadelphia Inquirer; Chicago Tribune; Detroit Free Press; Detroit News; Atlanta Journal-Constitution; Boston Globe; Boston Herald; and Dallas Morning News
- Favorable editorials in the Washington Post, USA Today, and Chicago Tribune
- Total print stories estimated at 1,500
- Total circulation estimated at 47 million

Radio Coverage

- Interviews on five national radio networks, including: ABC; CBS; CNN; National Public Radio; and American Urban Radio
- 25 interviews with Campaign Spokespeople in seven of the top ten media markets

Support from Employers

Many safety conscious employers have adopted BUA as part of their overall employee safety programs. A non-profit organization, *Network of Employers for Traffic Safety* (NETS) was, and continues to be, active in promoting BUA through its Belt America 2000 campaign. NETS promotes employee education activities stressing the importance of using seat belts and child safety seats, encourages employers to do observational surveys to track seat belt use, and provides awards for attainment of high rates of seatbelt usage. NETS has also sold a variety of promotional items reminding employees to buckle up. In November 1999, the NETS web site saluted 31 government, non-profit, and business organizations that had documented seat belt use rates beyond the 85% goal of the National Initiative. Businesses included in the list were: *Burlington Northern and Santa Fe Railroad* (89%), *GEICO Direct* (95%), *General Motors Service Parts Operations* (86%), *Mitsubishi Motor Sales of America* (94%), *NCR Corporation* (86%), *PHH Vehicle Management Services* (90%), *Quicksilver Express Courier* (90%), *TML Information Services, Inc.* (96%), *Consumers Energy* (96%), and *United Parcel Service Centers* (98%).

NETS®
Network Of Employers
For Traffic Safety

Support from the Trucking Industry

Several trucking companies put effort towards publicizing BUA. For example, *American Freightways* painted 1,500 freight trailers as rolling BUA billboards, reminding motorists to use seatbelts and child restraints. *Opies Transport, Inc*., put 15 new cargo tank trailers displaying the BUA Logo into service in the fourth quarter of 1999. Two large contract carriers, *Morrell Distribution Services* and the *McLane Company*, delivering freight to *Walmart* stores across the country, installed BUA mud flaps on their rolling stock.

ABF, a very large national carrier, started an extensive internal seatbelt awareness campaign and paid for a billboard advertising the BUA campaign in a very prominent location. *Aggregate Haulers, Inc.*, which operates about 500 trucks in Louisiana, Oklahoma and Texas, also carried messages advertising the BUA campaign while delivering construction materials. *Standard Fruit and Vegetables Company* displayed BUA banners on its 45 tractor-trailers which travel a nine-state area around Texas, and published a full page article on the importance of seat belt use in their company newsletter, The Road to Safety. *Williams Brothers Construction Company* ordered 100 bilingual BUA signs and 500 bumper stickers for their vehicles operating in the Houston area and other construction sites in the southwest.

Support from Professional Sports

Organized sports sanctioning bodies have promoted BUA at nationally televised sporting events, especially motor sports organizations. For example, *Colorado National Speedway* painted the BUA logo on the track, and racer *Jeff Burton* painted it on his car at *NASCAR's* 1999 Labor Day Winston Cup race. BUA announcements were given during the national TV coverage of the event. Similarly, *CART*, the sanctioning body for America's most prestigious open wheel auto racing series, participated in a media event for BUA week in Clark, Nevada. NHTSA, the Nevada Office of Highway Safety, the Nevada Highway Patrol, and local law enforcement agencies also participated. The event included the "Convincer," promotional materials and a raffle for students who signed a

pledge to always wear seat belts. Local TV coverage was provided by ABC, NBC and CBS affiliates.

Major League Baseball also has provided venues to promote the BUA initiative. For example, then NHTSA Administrator, Dr. Ricardo Martinez, was the guest of the *San Francisco Giants* on Traffic Safety Day in May 1999. Parking lot pre-game demonstrations and exhibits were provided by state and local police, and by *AAA, Bicycle Safety Network, Kaiser Permanente, Sam Trans/CalTrain,* and *Roadway Express.*

Exemplary Support from Large Corporations

Massive efforts to promote occupant protection were undertaken by a number of large American corporations. Two of the many exemplary efforts are described below.

Progressive Insurance Mounts Massive Ad Campaign

Progressive Insurance made the Buckle-Up theme the centerpiece of its 1999 national advertising campaign. Progressive launched the campaign on national television on January 31, 1999, just before the half time show of Super Bowl XXXIII, which they sponsored. The commercial, which featured "E.T., the Extra-Terrestrial," raised consumer brand awareness for the company while reminding viewers to always buckle up. The well-known character from the classic movie was used with the cooperation of Amblin Entertainment and Universal Studios.

The company continued to use the theme in all of its national advertising through April 1999. The size of the campaign was immense, reaching 90% of adult viewers (25-54) an average of 12 times during the first quarter of 1999. This totals an estimated 1.2 billion impressions.

Progressive also produced seat belt and child safety seat educational materials featuring E.T., including a public service announcement, aired on TV stations throughout the country. There were also E.T. coloring books and posters for distribution at events and in schools. A child passenger safety curriculum, named "E.T.'s Car Safety Challenge," was developed jointly by Progressive, Amblin/Universal, and Learning Works and was distributed by Learning Works to a target market of 1,677 elementary schools in 12 states and the District of Columbia.

Progressive provided free roadside signs to organizations that could place them in locations where they are visible to traffic. The signs were made available in a variety of formats, including the familiar diamond shaped yellow advisory signs that are used to warn of hazards ahead. The plan, to place the highly visible signs in communities around the country, is growing. Connecticut was one of the first states to receive signs, where city planners and engineers ordered nearly 4,000 of them.

Progressive partners with federal, state, and local government agencies and private sector groups promoting highway safety on a range of issues in 48 of the 50 states. The company's Safety Director promotes and tracks safety programs across the country and the General Manager for each state is empowered and encouraged to support local highway safety initiatives. Progressive has often been listed among coalition members supporting stronger seat belt legislation.

Progressive's General Manager in Connecticut worked with the Connecticut Highway Safety Office, providing 4,000 E.T. buckle up posters for placement where they will reach parents of pre-school children. E.T. buckle up coloring books and other E.T. buckle up items also were provided directly to community organizations. Progressive donated a roll-over simulator to the Connecticut State Police, purchased child passenger safety trailers for the Safe Kids Coalition's use at safety seat clinics, and developed a "Saved by the Belt Club" program in conjunction with the Connecticut Department of Transportation.

Additional buckle up activities by Progressive included: sponsorship of a safety event at an LPGA golf tournament in California; participation in the Seats for Kids safety seat program with the Denver Department of Health Services; sponsorship of child passenger safety activities with the Delaware Public Safety Office, EMS, State Parks and Community Traffic Safety Programs; support for legislative efforts in Florida; participation in Georgia Safe Kids child safety seat check points (including a $5,000 donation for seats); donation of safety seats to the Louisiana State Patrol, the Maryland State Patrol, and Maryland Safe Kids; distribution of E.T. buckle up materials through all law enforcement agencies in Minnesota; sponsorship of the "Think About Tomorrow" presentation on seat belt use and underage drinking; sponsorship of seat belt activities at the Salt Lake City Safe Kids Coalition Safety Fair; and sponsorship of Child Protection Specialist Training classes for law enforcement officers in West Virginia.

DaimlerChrysler Establishes "Fitting Stations"

Less than six months after NTSB Chairman James Hall recommended the establishment of permanent "fitting stations" to address non-use and misuse of child safety seats, DaimlerChrysler partnered with Fisher-Price and the National Safety Council and announced "Fit for a Kid." Hall explained that the program "goes beyond what we had even imagined...to make child safety seat inspections an integral part of the safety service for customers of one of the world's largest corporations."

Announced in June 1999, pilot projects began in four cities by September 1999. The goal was to have trained and certified child safety seat inspectors in 500 dealerships by February 2000, expanding to 1,000 dealerships by November 2000. The program requires training of 2,000 inspectors for full implementation of the planned effort, more than twice the number of child safety seat technicians certified in the entire United States at the time the program started. The Fit for a Kid program will create the capacity to inspect and assure proper installation of 800,000 seats annually. The potential impact of the plan can best be appreciated by comparing this capacity with the estimated 30,000 inspections carried out in 1998 through the combined efforts of all organizations conducting child safety seat clinics and checkpoints.

With costs of training underwritten by DaimlerChrysler, the National Safety Council began conducting two employee-training courses a week for about a year, using the Standardized Child Passenger Safety Program created by NHTSA, with certification by AAA. As early as August 1999, training was in progress at the DaimlerChrysler Training Center in Denver, Colorado where NHTSA regional staff assisted with the logistics of the class and a checkpoint at a local mall, where attendees received hands-on experience as part of the course. A similar course for DaimlerChrysler dealer employees was implemented during the same week in California.

Certified child safety technicians at each dealership check customers' child safety seats for damage, recalls, and proper installation. At the time of each inspection, technicians measure child riders to make sure each seat is appropriate for the child. In addition, they instruct parents on how to handle other types of seats and how to install seats in other vehicles. Tethers, to improve the stability of forward facing seats, are installed in Chrysler manufactured vehicles at no charge. Damaged, recalled, or inappropriate seats are replaced with loaners that customers can use until they can purchase an appropriate seat.

Fisher-Price, a leading manufacturer of child safety seats, contributes expertise and material support to the program. The company has provided thousands of its Safe Embrace seats for use as loaners and coupons for discounts to encourage purchase of safe seats.

The concept of the program is to make the free service available to owners of Chrysler, Dodge, Plymouth and Jeep vehicles at conveniently located dealerships, just as they now can schedule routine services to their vehicles. To make it easy to find a dealer with certified inspectors and schedule an appointment, a toll free phone number and an internet web site were established.

Costs of the program, to be paid by DaimlerChrysler, have been estimated by the National Safety Council at $10 to $15 million annually.

Support from Other Automobile Manufacturers

General Motors, *Chevrolet Division*, provided 51 Venture minivans, each containing all the equipment necessary for car seat clinics, to the *National SAFE KIDS Campaign*, who uses them to deliver instruction to families and awareness to the motoring public. The vans, manned by trained *SAFE KIDS* coalition members, are used primarily at dealerships, day care centers, and shopping malls throughout the country.

American Honda also promoted child passenger safety. In May 1999, 416 Honda dealers participated in Honda's Child Safety Awareness Day. For the event, NHTSA Region IX partnered with Honda to assure that certified child passenger safety technicians would be available at 35 dealerships in California, four in Hawaii, two in Arizona, and two in Nevada.

VI. EXECUTIVE ORDER 13043

Executive Order 13043 requires belt use by federal employees on the job and all motor vehicle occupants traveling in national parks and defense installations. When issued, the Executive Order recommended that there be seat belt use polices and programs for federal contractors, grantees, and Tribal Governments. Response to the Executive Order 13043 has been sporadic, though some continuous exemplary efforts were found. This chapter documents the response from a number government agencies to meet the requirements of Executive Order 13043, starting with Department of Defense (all branches), followed by the Department of the Interior's, Indian Nations and National Parks Service, and lastly, the Department of Energy.

Department of Defense

Department of Defense (DOD) policies have long required occupant restraint use in both government vehicles and in privately owned vehicles (POVs) operated on military bases. The armed forces also have a tradition of vigorous enforcement of the policy and promotion of traffic safety to military personnel and their families.

The organizational culture of the military services enables them to pursue an initiative like Buckle Up America with vigor. Safety has always been one of the military's top priorities. Each branch of DOD service has a Safety Office. Each Safety Office has trained personnel promoting a broad range of safety issues, including traffic safety. Additionally, commissioned and non-commissioned officers are held accountable for the safety of the people in their command. It is not surprising then that military bases with the most outstanding seat belt programs have a commanding officer that has made a personal commitment to safety, and this attitude has permeated the chain of command.

Enforcement practices vary from base to base. Primary enforcement takes place on some bases, but not all. Some bases go beyond state enforcement laws, and some impose sanctions that exceed the state statutory sanctions. At Tyndall Air Force Base, for instance, violations are reported to the supervisors of military personnel and penalty points are put on the DOD driver license. The license is suspended for one year for a second offense and for three years for a third offense. At Tyndall Air Force Base, civilian contractors are also asked to discipline their employees for seat belt violations.

Military service policy requires routine POV inspections and one-on-one safety briefing by each soldier's superior. Safety committees hold regular briefings to report progress toward safety performance goals and to plan injury prevention efforts. These committees include Safety Office staff, representatives of each command, emergency service personnel, health care professionals, and military police. Typically, bases also have accident review boards that investigate serious injury accidents, determine probable causes, and recommend preventative measures.

Most bases require that all entering vehicles stop at the entrance gate, where guards check seat belt use. Motorists who are not in compliance may or may not get a ticket, but they are required to buckle up before proceeding. In most locations, the Military Police enforce the seat belt regulations on their regular patrols, as well as in special patrols and at checkpoints. At Fort Benning, for example, there are weekly checkpoints at random times and locations.

There are many instances of exemplary seat belt and child passenger safety programs on military bases. Those included in this report attracted attention by participating in innovative activities, having high seat belt compliance, and/or making remarkable improvement in belt usage. All of the exemplary bases were conducting frequent belt use observation surveys and vigorously enforcing occupant restraint. Finally, the level of publicity and education related to occupant restraint was very high at all of these bases.

U.S. Army, Fort Hood, Texas

The commanding General at Fort Hood was concerned with the high motor vehicle fatality rate near his installation. Many fatal crashes had occurred on Texas Highway 95, a two-lane road used by his personnel as a shortcut to Austin. Although promoting seat belt use would not lower the incidence of crashes involving Fort Hood personnel, the Commanding General and the Fort Hood Safety Office believed that buckling up would help reduce the severity of injuries.

Fort Hood's Safety Office, Provost Marshall, and the Director of Community Activities often work together to promote safety, including the use of seat belts and child safety seats. They organize quarterly Safety Stand-Down meetings and frequent other base events where representatives from safety organizations are invited to speak. Speakers from the Texas Department of Public Service, MADD, and other highway safety groups frequently appear at these events. The Safety Office supports these activities by providing brochures, posters, and other materials devoted to traffic safety, and the weekly paper, The Fort Hood Sentinel, rarely appears without at least one article on traffic safety and the use of occupant restraints.

The importance of seat belt and child safety seat use in POVs is included in most of the post's safety training activities. The four-hour National Safety Council Defensive Driving Course is given to all incoming military personnel up to an E-4 rank. Others may take the course voluntarily. Between 10,000 to 14,000 enroll in the course each year. Additionally, the Safety Office teaches a bi-monthly safety course to officers, and occupant restraint use is included in the curriculum. Company commanders also have a quarterly class on POV safety, which battalion executive officers and staff sergeants are required to attend. As on other Army posts, the Commanding General reminds the chain of command to do safety briefings of their direct subordinates before each long weekend holiday.

The Fort Hood Provost Marshall frequently does spot checks for seat belt use. In Spring 1999, the belt use rate was measured at 85 percent.

U.S. Navy, Norfolk Naval Station, Virginia

Norfolk Naval Station is the world's largest naval base with nearly 40,000 military and civilian personnel. In 1997 and 1998, the Station coordinated the "Battle of the Belts," a challenge to all commands in the Hampton Roads region to increase seat belt use. In 1998, 19 commands responded. Participating commands did unannounced seat belt checks of 100 vehicles before the event and two follow-up checks after the program was publicized. Commands passed out LifeSavers candy to belted occupants or children in child safety seats and "dum-dums" candy to those not properly restrained. The Station's Safety Office also provided informational materials for distribution at the gate.

Belt use is required on the base, and base security personnel issue seat belt citations routinely. Enforcement is secondary, however, in keeping with the Virginia seat belt law. The facility is gated, and motor vehicle checks are often made at the gate, especially late at night and early in the morning.

Seat belt use is a recurring agenda item at quarterly meetings of the base's Traffic Safety Council. The meetings are attended by representatives of all commands based in Norfolk, as well as the Safety Office, Base Security, the fire department, medical clinic, engineers, maintenance department, and other groups that are concerned with safety and security. There are frequent safety stand-downs open to the entire community at the post. The events feature guest speakers and usually fill the 2,500 seat theater where they are held.

Occupant restraint is a high priority for the base's Drive Smart Safe Community Coalition, coordinated by the base's Safety Office. The coalition also includes civilian highway safety organizations, law enforcement agencies, colleges, and businesses in the surrounding communities. The Coalition sponsors activities to promote the use of seat belts and child safety seats. For example, the post celebrates "National Night Out" each year, when security officers do seat belt enforcement patrols and the Safety Office distributes promotional materials.

Many of the base's fire fighters are NHTSA-certified child passenger safety technicians. They hold frequent child passenger safety clinics on the post and work with civilian organizations holding clinics outside the base gates. Safety characters, including Buckle-Bear, Vince and Larry, and the "seat belt convincer" are frequently present at these events.

Although crashes involving Naval Station personnel remain high, seat belt use rates have increased and injuries are said to be both less frequent and less severe.

U.S. Marines, Marine Corps Air Station, Cherry Point, North Carolina

The Marine Corps Air Station in Cherry Point, North Carolina is the Corps' largest base. The base has a daytime population of about 15,000, including military personnel, their families, and civilian contractors.

At the Commanding General's order, the penalty for non-use of seat belts on the facility was increased on August 1, 1999, from two points on the driver license to drive on base, to three points for the first offense. A license is suspended seven days for the second offense and six months for subsequent violations. The penalty for child safety seat violations was made even tougher, with a one-month license suspension for the second offense.

Belt use surveys are done weekly. In the year preceding the new regulation, belt use ranged from 84 percent to 94 percent. In the week following the new regulation, belt use reached a high of 98 percent. Signboards at the entrance gates display the current and record use rates to all that enter the gates. The Safety Office has ordered new signs that can display three digits, so that 100 percent can be displayed, when attained. In addition to the large feedback signs at the gates, there are about 75 smaller "Buckle Up" signs placed throughout the post. There are plans to post additional signs with information about the increased penalties.

The Provost Marshall calls for vigorous enforcement of seat belt regulations. Although MPs do not conduct primary enforcement, they do frequent safety checkpoints, where all vehicles are stopped and seat belt and other traffic violations are cited. In January and February 1999, for example, MPs wrote 300 to 400 seat belt tickets at checkpoints.

Child passenger safety is addressed through cooperative efforts with the installation's Child Development Center. The POV Safety Manager at Cherry Point is a certified child passenger safety technician, and he is available to provide individualized instruction on request.

Seat belt use and child safety are highlighted in safety briefings, which are held at least three times a year, usually around major holidays. In addition, individual units on the post hold their own safety stand-downs. For example, on August 5, 1999, the Second Marine Corps Air Battalion conducted an event at the base theater. Marines were given a one-day leave to attend. To attract families, the event featured the newly released "Tarzan" movie. Before the movie began, the Commanding General spoke on the importance of POV safety. There also were presentations on seat belts and child safety seats by the Safety Office and the North Carolina Highway Patrol.

"Safety Expo 99," involving the entire Marine Corps Air Station, was held on the mall and in the parking lot of the Marine Corps Exchange. The annual event is designed to cover a wide range of safety issues and to appeal to persons of all ages. Activities this year included the Station's "Convincer," a device that conveys the experience of a five-MPH crash while belted, and a child safety seat booth, one of the busiest attractions. Following the Expo, the POV Safety Manager's mornings were booked for two weeks with appointments for child safety seat inspections and training.

The Safety Office recently initiated the formation of a county-wide Safety Community Coalition, involving local police departments, the sheriff's office, the North Carolina Highway Patrol, schools, a medical center, volunteer fire and rescue personnel, and other interested individuals. A $15,000 grant from the North Carolina State Highway Safety Office is funding the effort.

Belt use surveys continue to be used by the Air Station to indicate when action is needed. When a recent belt use survey indicated a use rate of only 78 percent, the Provost Marshall increased enforcement activity during the following week, and the usage rate increased to 92 percent.

U.S. Air Force, Tyndall Air Force Base, Panama City, Florida

The latest seat belt survey at Tyndall Air Force Based showed 100 percent belt use in government vehicles and 98 percent use in POVs. The goal at Tyndall is 100 percent use in both government and private vehicles. In addition to periodic surveys by the Base's Safety Office, the Inspector General's office conducts annual surveys. Their last annual survey, in 1998, showed 100 percent belt use in government vehicles and 96 percent in POVs.

The Base's Safety Manager believes that maintaining high belt use rate requires continued education and enforcement. Enforcement waves are initiated immediately when observation surveys indicate the use rate is declining. Military Police are responsible for traffic enforcement on the base. In accordance with Air Force regulations, MPs make primary seat belt/child restraint enforcement stops of both government and POVs.

Seat belt education is an ongoing effort. Seat belts are included in the safety briefing given to all incoming personnel. The issue is also promoted at the base's annual safety day, as part of the "101 Critical Days of Summer" campaign, and in mandatory individual pre-holiday safety briefings given to all military personnel under age 26.

Recently, the Safety Office published a "Saved by the Belt" story in the Base's Newspaper. The story involved two airmen who were belted when their vehicle hit a concrete median barrier in an attempt to avoid a collision. Saved by the Belt awards were presented to the men's commanding officer.

Child passenger safety is also taken seriously at Tyndall. Two safety specialists have been certified as Child Safety Technicians. They voluntarily participate in child passenger safety clinics with civilian organizations and have had two clinics on the base in the past year. More than 30 safety seats, supplied by civilian organizations, were given to parents to replace recalled seats found in the clinics. The Tyndall safety seat clinics revealed that a high percentage of the seats inspected were incorrectly installed.

Department of the Interior, Bureau of Indian Affairs

Seat belt and child restraint use rates on Native American reservations are generally much lower than the rates in the states where they are located. Many Native American communities have poorly maintained roadways in sparsely populated, remote areas, and this severely limits the ability to transport crash victims to medical facilities in a timely fashion, and therefore, increased use of occupant restraints has a great potential to save lives.

The Department of the Interior, Bureau of Indian Affairs (BIA), had led many efforts prior to BUA to increase seat belt and child restraint us among Native Americans. For example, BIA administered numerous successful NHTSA funded highway safety programs, including Selective Traffic Enforcement Programs (sTEPs), Community Traffic Safety Programs (CTSPs) and tribal Safe Community grant programs. Now, with BUA, tribes are making even more, substantial progress.

New laws, strong enforcement, and public outreach associated with BUA have led to increases in occupant protection across Indian Nations. For example, the Umatilla Tribe in Oregon used occupant protection sTEPs to achieve 95 percent belt use in 1999. The Lummi Nation in Washington promoted the importance of buckling enough, so that the use rate increased 61 percent to 75 percent in 1999. Also, the Navajo Nation, under a strong primary enforcement law, attained a 92 percent seat belt use rate in 1999.

Other Native American groups have begun passing primary seat belt enforcement laws. The Turtle Mountain Band of Chippewa in North Dakota and the Oglala Siouz on the Pine Ridge Reservation in South Dakota passed them in 1997 in states that do not have primary enforcement. Prior to the passage of these laws, both communities had high crash rates and seat belt use below 10 percent. As a result of a six-month awareness campaign, following passage of the laws and preceding the initiation of enforcement, seat belt use increased to 38 percent among the Turtle Mountain Band of Chippewa. Following the initiation of enforcement, usage increased to 42 percent by fall 1999. Similarly, seat belt use among the Oglala Sioux increased to 25 percent after six months of enforcement and to 46 percent by fall 1999.

The Department of Health and Human Services, Indian Health Service (IHS), has promoted belt and child restraint use for many years through various injury prevention programs. Programs to distribute child safety seats, at either no or low cost, have been established on most reservations. Additionally, the IHS has provided a great deal of training in the safe installation of child safety seats. Hundreds of health care professionals received training prior to the Child Passenger Safety Technician certificate program, and now efforts are underway to expand the number of certified technicians.

As of the end of 1999, there were 13 Safe Tribal Communities that had conducted a variety of activities associated with BUA. Case studies were used to thoroughly document exemplary activities for three.

Umatilla Tribe, Pendleton, Oregon

Although the Umatilla Tribal Police Department has jurisdiction throughout Umatilla County, the primary patrol area is within the Umatilla Reservation, which accounts for 6,000 of the county's 70,000 residents. There is a casino on the reservation that draws a great deal of traffic from urban centers in Washington and Oregon.

Seat belt use on the reservation reached an all-time high of 96 percent after the Tribal Police Department's 1999 year-end seat belt enforcement blitz. This represents an increase of more than 30 percentage points in less than two years time.

Tribal Police conduct four occupant restraint sTEPs and at least seven DUI sTEPs each year. Since checkpoints are not legal in Oregon, the occupant restraint sTEPs involve saturation patrols. Each officer is asked to make 14 stops during each four-hour shift. There is considerable publicity on television and radio before, during, and after each enforcement wave. In particular, the primary television cable company airs numerous interviews and other promotions. Effects of the enforcement blitzes on seat belt use are tracked using pre and post observations of belt use.

With nearly universal seat belt use, few citations are issued, only 72 citations in 1998. The Police Department believes the enforcement campaigns maintain a high usage rate as well as having other enforcement benefits. In fact, 39 arrests were made on warrants and several DUI arrests were made as a result of occupant protection sTEPs in 1999.

Child restraint safety is the next priority. Child passenger safety clinics and a safety seat loaner program are planned, the first such program on the reservation.

Oglala Sioux, Pine Ridge, South Dakota

The Pine Ridge Reservation is one of the largest in the Aberdeen District; it covers 1.7 million acres and has a population of nearly 20,000 Lakota Sioux. The road system on the reservation is dangerous. Many of the roads are unpaved, and even the state highway traversing the reservation is narrow and without shoulders. Between 1993 and 1996, there were 1,305 crashes, including 35 fatal crashes. Making matters worse, the seat belt use rate was only five percent in late 1996.

In 1996, an Oglala Sioux health educator and the then Indian Health Service (IHS) Sanitarian for Pine Ridge organized a tribal Highway Safety Coalition. The Coalition included Oglala Police, MADD, school counselors, health education workers, IHS, Tribal Health and Human Services, and several churches. In April 1997, the Coalition proposed a primary enforcement law to the Tribal Council. The Council enacted the law immediately.

Given the very low use rate, the Council allowed for a one-year grace period before $35 tickets were issued. The grace period allowed time to educate tribal members about the new law and the importance of wearing a seat belt. The public awareness efforts included numerous promotions on the most popular radio station serving the reservation, signs at all entrances to the reservation, and "Vince and Larry" presentations at health fairs and public schools. A BUA poster contest was held in schools, and the winning posters were displayed on billboards located throughout the reservation.

Despite these efforts, the seat belt use rate was only 14 percent by April 1997, immediately before the new law took effect. However, within six months after enforcement began, the rate had

increased to 25 percent. Currently, belt use surveys are conducted every six months. Usage was 46 percent in November 1999.

The seat belt law is enforced on regular patrols and at weekly safety checkpoints conducted at random times and places during both day and night. During the Operation ABC Mobilization, November 1999, 137 seat belt and child restraint citations were issued.

Other recent initiatives on the reservation include training several certified child passenger safety technicians, establishing a safety seat loaner program, and holding frequent child passenger safety clinics.

Turtle Mountain Band of Chippewa, Belcourt, North Dakota

The Turtle Mountain Band of Chippewa has approximately 10,000 members; most living on or near the six-square-mile reservation. The seat of tribal government is Belcourt, which has a population of about 3,500 residents. Seat belt use on the reservation had hovered around seven percent until recent efforts were undertaken. An initiative for a primary enforcement belt law was launched by the Director of Highway Safety, a position funded by grants from the State Highway Safety Office and Master Health, a tribal injury prevention program. On the fourth attempt to persuade the Tribal Council to pass a primary enforcement law, the law was adopted on January 5, 1998.

In persuading the Tribal Council, the Director of Highway Safety demonstrated that the number of traffic fatalities on the reservation was more than twice the number in Fargo, North Dakota's largest city. She also provided evidence that in nearly all injury crashes, the victim was unbelted. She credits passage of the law to seven years of relentless public information and education efforts, aided by the tribal radio station and members of the Turtle Mountain Safe Community Coalition. The Coalition includes the Tribal Elders, IHS, health educators, public schools, the BIA Police, and the courts. She also credits the influence of a newly elected councilman, who related his experiences in responding to traffic crashes as a volunteer for a tribal search and rescue squad.

The law, which carries a $25 fine for the first offense, took effect on February 5, 1998, following a 30-day period for public comments. Although citations were not issued until June 1, 1998, usage had already increased to 38 percent by that time. Motorists were alerted to the new law by "Click It or Ticket" signs posted on tribal roads. An award-winning program conducted by the high school student council aided the publicity effort. The students' activities included pep rally skits, "Vince and Larry" appearances at basketball games, poster contests, school bulletin articles, student pledges, and pre and post belt use surveys of students and staff. Consequently, belt use at the school rose from five to 25 percent during the campaign. Currently, the group sponsors an annual "Ghost Out" in the tradition of SADD chapters.

Police now issue seat belt citations on regular patrols and at safety/sobriety checkpoints. By fall 1999, usage had increased to 42 percent. The Tribe's highway safety program has evolved into a Safe Tribal Community Program with nearly 20 members. This program conducts monthly observation surveys, using high school students as observers.

Department of the Interior, National Park Service

In response to the BUA initiative, the National Park Service (NPS) revised its rules, effective December 1997, to require all occupants of motor vehicles to use seat belts and child restraint devices at all times within park areas.

The Director of NPS urged compliance with the revised rules by circulating a memorandum, with special emphasis on assuring that all federal employees must wear a seat belt while on official business, that contractors adopt and enforce seat belt policies, and that visitors to parks wear seat belts and, when appropriate, use child safety seats. Parks were encouraged by the Director to implement a plan that proposed some actions that the parks could take to support BUA without burdening employees with excessive workloads. The plan called for continued enforcement of seat belt use by Park Rangers and Park Police and distribution of BUA brochures and other materials provided to NPS from NHTSA. The plan also called for the use of NHTSA videos by NPS Regional Training Managers during employee training. Finally, the plan called for an increased effort to capture and report seat belt use data.

In a number of parks, posters in visitor centers and bumper stickers on park vehicles were put on display. Some parks began distributing brochures, stickers, and hand tags to park users in the visitor center. This is the case at the Lake Meredith National Recreation Area in Texas, where an exceptional effort has been put forth. The Lake Merideth Safety Committee obtained a wide assortment of public information and education materials from NHTSA that they hand out and put on display. In addition, Lake Merideth Park Rangers regularly enforce the Texas occupant restraint laws and stop drivers and passengers under violation.

The Park Rangers in Saratoga National Historic Park now enforce New York's occupant restraint laws on ten miles of tour roadway and on some adjoining federal roadways that they patrol, issuing written warnings for seat belt violations whenever they are observed. Only a few violations are seen since the use rate in the park is high. As requested by the Regional NPS Office, an observational survey was done in 1999 on employee seat belt compliance, and the use rate was said to be close to 100 percent.

One of NPS's biggest success stories occurred at Harpers Ferry National Park in West Virginia, where seat belt use increased from 63 percent in October 1998, to 87 percent in 1999. This was accomplished mostly through employee training and through an effort to publicize seat belt safety benefits throughout the park. First, an effort was made to make all employees aware that seat belt use is required by Executive Order 13043, as well as by state law in West Virginia. As part of the park's ongoing "Safety Watch" program, employees receive credits for viewing safety videos, including tapes on occupant restraint use. The park also displays posters and buttons promoting BUA. Finally, the Harpers Ferry Safety Office leads a defensive driving program for their NPS Region that includes seat belt safety material.

Department of Energy

While the U.S. Department of Energy (DOE) has had longstanding policies requiring seat belt use and programs to encourage their use, the BUA Initiative led to an increased emphasis on the occupant restraint issue. As a direct result of the Executive Order, beginning in mid-1998, DOE conducted a departmental assessment of seat belt use rates and site-specific occupant protection programs. The Deputy Assistant Secretary for Worker Health and Safety directed field offices to assess the effectiveness of their programs by conducting observation surveys of belt use and implementing the program elements delineated in a model seat belt program.

In August 1999, DOE's Federal Employees Occupational Safety and Health (FEOSH) office published the results of the assessment in a 42-page document, "Lessons Learned and Good Practices for the Department of Energy Seat Belt Safety Initiative." The report contained sections of the Executive Order and DOE policies on belt use, NHTSA-provided rationale for wearing seat belts, step-by-step instructions for implementing a model program, and a list of resources to aid safety managers in implementing an effective program.

The assessment indicated that the department-wide belt use rate was 88 percent, which exceeded the benchmark of 85 percent. However, belt use varied widely from facility to facility. Seat belt use tended to be higher in larger facilities, reflecting the influence of more highly developed belt campaigns. Higher rates also were observed in facilities with security guards to enforce the seat belt policies; at sites located in states with primary seat belt enforcement laws; and in more populated areas. Use rates were as much as 20 percentage points higher in government vehicles than in privately owned vehicles.

The "Lessons Learned" report stressed that observation surveys provide more accurate estimates of seat belt use than self-report surveys. Observation surveys also permit collection of data on all occupants. As part of its 1998 evaluation of belt use, at the Brookhaven National Laboratory, the Chicago Operations Office conducted both written and observational surveys. While 91 percent of employees self-reported that they buckled up daily and on the day of the survey, a subsequent observation survey of employees arriving at work revealed that far fewer were buckling up.

DOE policy mandates that facilities' seat belt programs provide for enforcement. In facilities that do not have guards, the Lessons Learned report urged supervisors to conduct spot checks of employees entering parking lots. The report also recommended that seat belt programs promote seat belt use not only in government vehicles, but also in personal vehicles. Suggested promotional strategies included crash simulations and demonstrations or display of crashed vehicles.

The Hanford Washington facility has one of DOE's most active seat belt programs. The emphasis on seat belts arose partly in response to concerns over an increase in the number of crashes and rising costs attributable to crashes. In response to the Executive Order and the BUA Initiative, the FEOSH Office at Hanford expanded its focus to include all 500 federal employees who work at the facility and the 12,000 contractor employees. Previous observation surveys targeted only federal employees and only a few locations. The 1999 survey was conducted by a team of 40 observers in multiple locations over a three-to-four-hour period. According to the survey, 90 percent of vehicle occupants were belted. Even though the 1999 survey is not directly comparable to previous surveys due to changes in methodology, it appears that belt use has improved noticeably. Belt use at Hanford was around 40 percent a decade ago. According to the

FEOSH Manager for Hanford, much of the improvement can be attributed to changes in the state's seat belt law, which imposes a $150 fine for violations.

The most visible activity to promote seat belt use occurs at the annual three-day Hanford Health and Safety Expo. The event is funded fully by the DOE and is open to the entire community. During the last Expo, seat belt questions were included in a voluntary survey administered to Expo participants. The importance of seat belt use was most dramatically presented in mock crash demonstrations repeated every two hours. The demonstration showed a two-vehicle crash caused by a drunk driver, and the occupants of the other vehicle were not belted. Responding emergency personnel included the police, sheriff's department, fire fighters, paramedics, a medi-vac helicopter, and even the coroner's office. Most of the 13,000 people who attended last year's Expo saw at least one performance. There was also a BUA booth. Last year's Expo received wide media coverage. Many of the major area employers participate in the Expos, and some give employees release time to attend.

Members of the Expo planning committee also volunteer their time to give talks on safety to local civic groups and high schools. A video of the crash demonstration given at the most recent Expo is being produced and will be distributed on CD-ROM to high school driver education classes throughout the state. DOE is paying the $12,000 production costs, and a group of insurance companies will pay the distribution costs, estimated at about $100,000.

Other public information and education efforts at Hanford include: a component on seat belt safety in the annual safety orientation program required of all employees; seat belt questions in the annual medical risk evaluation required of all federal and contract employees; and continued press coverage of seat belt issues, e.g., reports on observation surveys at the facility.

VII. DISCUSSION

Motor Vehicle Occupant Safety Surveys (MVOSS) show that public support has grown more favorable over the last two years towards occupant restraint laws and more favorable towards the enforcement of those laws. By 1998, a large majority (85%) of the motoring public favored a front seat belt law, and a majority (58%) believed primary enforcement laws should be allowed. The surveys also found overwhelming support in favor of laws requiring children to be restrained (94%).

According to the National Occupant Protection Use Survey (NOPUS), front seat belt use increased from 1994 to 2000 (+13 percentage points). Statewide surveys of seat belt use provided further evidence that, nationwide, the belt use rate was at or near 69% in 1998. According to the latest statewide surveys (preliminary 1999), the nationwide belt use rate was at 70 percent, short of the 85 percent goal for year 2000, but still improving.

Child restraint use has increased dramatically in a very short time. Safety seat specialists have been instrumental in correcting installation problems out on the road, and heightened awareness campaigns are leading more people to seek the proper protection that children need. NOPUS results indicate that the nation's youngest children are being protected more now than ever before. Consequently, the improvement shows up in the child fatality data. From 1996 to 1998, there was a 21 percent decrease in deaths of children under age one and there was a nine percent decrease in deaths of children age one to four. In addition, fewer children were killed riding in car seats, suggesting that children may be riding more correctly than in the past, like riding in the back seat of passenger vehicles where they are safer. Even with the positive news, highway safety experts explain there continue to be areas that need immediate improvement. One specific problem concerns the "forgotten generation" (ages 5-15). These children are at an age or size where they are moving out of booster seats, not always covered under a restraint law, and least likely to be restrained.

Reaching an 85 percent nationwide belt use rate isn't unthinkable. It will likely take passage of strong standard or primary enforcement laws in more states and stricter enforcement of laws in states that already have them. The benefits of a primary enforcement law are clearly documented. Primary law states, as a group, have higher belt usage than secondary states, and immediate, large gains in belt usage occur when states adopt a primary enforcement law (Ulmer et al., 1994; Solomon et al., 2001). The push for new primary laws is not over. If past efforts are any indication, large organized efforts will continue to lobby for stronger legislation in a number of states. In some states, though, it appears that secondary laws will remain for the immediate future.

To date, only five states, all of them primary, have broken the 80 percent barrier, and only one state, California, has reached over 85 percent belt use. In California, more so than in any other studied state, citizens knew that the law allows primary enforcement (90%) and thought chances of getting a ticket are high (54%); and, in fact, many non-users reported having received a ticket (13%) (Ulmer et al., 1995).

BUA, given time, can have California-like results. On its current track, BUA appears to be growing. Buckle up mobilizations have the potential to be larger in coming waves than the recent "best-ever" participation of over 8,000 enforcement agencies nationwide. New federal incentive grants (TEA-21) aimed at increasing highly visible enforcement programs are now being implemented in nearly every state. A number of states will once again consider upgrading occupant

protection legislation, and partnerships between auto manufacturers, safety organizations, and safety conscious volunteers all over America will continue to close gaps on unrestrained children.

In summary, BUA is well short of the national occupant protection goals. Nevertheless, progress has been made and the new TEA-21 initiatives should produce further gains.

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