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Evaluation of FY 1987 Safety Belt Use Law State Enforcement Grants

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16. Abstract This report presents information and an evaluation of safety belt use law enforcement grants provided to 17 States through supplemental 403 Grants during FY 1987. Elmira-type programs were to serve as a model in order to demonstrate that basic enforcement programs can work in a variety of settings. The 17 States initiated enforcement programs in over 100 communities, counties, or specific areas in the State. From the 82 sites providing at least some observation data, 55 appeared to experience an increase in safety belt use following their program, 22 sites experienced no change, and five suffered a decrease. At least 58 sites could be identified as implementing Elmira-type enforcement programs. Of these 58 sites, 41 programs resulted in an increase in usage, 14 experienced no change, and three saw a decrease in usage. Results must be viewed cautiously. The vast majority of sites did not have control sites with which to compare results. Factors stemming from outside the programs could have been responsible for some of the changes in safety belt use. The results do indicate that occupant restraint enforcement coupled with PI&E and officer training can lead to increases in safety belt use.					
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EXECUTIVE SUMMARY

This report presents an evaluation of the experiences of 17 States which received supplemental 403 safety belt law enforcement grants during Fiscal Year (FY) 1987. Information for the evaluation was gathered from reports and other documents submitted by the States.

Since FY 1979, Congress required States to earmark two percent of their 402 funds for programs to encourage safety belt use. Starting in FY 1985, NHTSA made available 403 supplemental grants to assist States in the implementation of safety belt use laws. These grants were to assist States in: (1) implementing safety belt use laws effectively; (2) planning the implementation and evaluation efforts; and (3) documenting the effect of safety belt use laws on belt use and highway fatalities and injuries.

During FY 1987, a portion of the 403 grant funds was earmarked for safety belt law enforcement programs, with an emphasis on community-level blitz programs. The grants were initiated in order to demonstrate that a basic enforcement blitz program could work in a variety of settings and to see how well communities could adapt an enforcement program to local conditions.

Grant activities were to follow a suggested outline of program components. Besides community programs (blitz enforcement), activities were to be conducted in statewide enforcement, police training, state-level networking, and automatic protection education. In the community programs, belt law enforcement was to be increased substantially for limited time periods. Extensive publicity was to precede and accompany the increased enforcement. Within this framework, each community could design its own publicity and enforcement activities to best serve its needs and conditions. Each community also was to measure safety belt use and level of enforcement before, during, and after their program.

Operationally, the grants were quite successful. The majority of the States were able to initiate local program activities with the coordination of a variety of local and state groups and organizations under a wide range of implementation environments. Enforcement activities varied from using special overtime enforcement (e.g., associated with radar-speed enforcement) to enforcement associated with regular traffic duties. A variety of PI&E activities were used by both the local projects and the State in its statewide programs.

Most of the community projects provided some form of training for at least those officers involved in the projects, and many provided

in-service training through roll-calls for most of their patrol officers. Most initiated or reinforced safety belt use policies for the enforcement agencies. Many States had law enforcement instructors provide training throughout the State. Many States conducted occupant protection enforcement conferences or used existing conferences for law enforcement agencies to provide occupant protection information.

The majority of the 17 States which received safety belt grants were secondary enforcement States. Under the grants, some type of local enforcement program was initiated in over 100 communities, counties, or specific areas in the State. For the 82 community sites for which there was at least some observational data, 55 appeared to have increased safety belt use following their programs, 22 sites showed no change, and five had a decrease in usage. At least 58 of the 82 community sites with safety belt use data could be identified as having used "Elmira-type" enforcement programs. Of these 58 sites, 41 reported increased safety belt usage, 14 had no change, and three saw a decrease in usage.

These changes in safety belt use relative to the impact of the local enforcement programs must be viewed cautiously. It cannot be determined that the changes in safety belt use in the communities were the result only of the local programs. The States were required to have in-kind activities ongoing with the grant, including 402 funded occupant protection programs. Thus, the 403 local program activities were not the only activities which might have caused changes in safety belt use in the communities. Changes stemming from factors outside the local program can be measured only through the use of control sites, and the vast majority of the local enforcement sites did not have control sites with which to compare their results.

In summary, the FY 1987 supplemental safety belt grants were successful in initiating over 100 community enforcement programs and providing occupant protection training to thousands of enforcement officers. PI&E on safety belts was provided to large populations of drivers, students and others. In sites where safety belt use data was collected, the majority reported an increase in safety belt use. Even if the reported changes cannot be determined to be solely from the local programs, safety belt usage did increase, sometimes substantially. The results do indicate that occupant restraint enforcement coupled with PI&E and officer training can lead to increases in safety belt use.

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INTRODUCTION

Injuries sustained in motor vehicle crashes are the leading cause of death for persons under age 35 in the United States. For people of all ages, motor vehicle crashes are the fourth leading cause of death. Slightly over half of these fatalities are occupants of motor vehicles. Evidence from analyses of vehicle crashes indicate that safety restraints, when used properly, can substantially reduce the likelihood of occupant fatalities and serious injuries.

Safety Belt Laws

Beginning in the early 1970's, a number of foreign countries began enacting laws that required motorists to use safety belts. Belt-use rates increased dramatically. Australia showed the greatest change in safety belt use because of a law. Safety belt use rates went from 22 percent prior to the law to 90 percent following passage of the law. Fatality rates dropped significantly with the increase in safety belt use. Studies in Australia, Sweden, Germany, and the United Kingdom estimated that the reductions in fatalities due to belt laws ranged from seven to 30 percent.

In the United States, even after safety belts became standard equipment in new cars, few drivers and passengers used them. In the early 1970's, only 17 percent of respondents to a survey said that they always used their belts on short trips. Observed safety belt use rates of drivers in the study also were about 17 percent.

In 1979, the average belt use by front seat occupants observed in 19 U.S. cities was 11 percent. Five years later belt use had increased only four points, despite both the evolution of more comfortable and convenient belt systems, and substantial efforts to inform the public of the benefits of safety belt use.

Based on the experience of other countries and the favorable results of their child passenger safety law, New York, in 1984, was the first State to pass a mandatory safety belt use law. Twenty-five States and the District of Columbia passed safety belt laws in 1985 and 1986.

By the end of 1987, 31 States and the District of Columbia had safety belt use laws. During 1988, Virginia's law, enacted during 1987, became effective, while Georgia was the only State to enact a new law. Fines for failure to wear belts became effective in Minnesota, Montana and Pennsylvania; and Montana's voters upheld their law in a referendum.

During 1989, South Carolina's and Wyoming's laws became effective. Safety belt legislation was unsuccessful in 12 States, while legislation to require voter referenda was defeated in five States.

During 1990, three additional States passed belt laws - Alaska, Arizona, and Mississippi. Seven States introduced bills which failed to pass - Alabama, Delaware, Kentucky, Rhode Island, South Dakota, Vermont, and West Virginia. Legislation to require voter referenda or repeal was defeated in four States.

Since 1986, three States, Massachusetts, Nebraska, and North Dakota, have repealed their use laws. Oregon's law, which failed by referendum in 1988, was reinstated by voters in 1990. As of March 1991, belt use laws were in effect in 38 States and the District of Columbia. It is estimated that about 90 percent of the driving population is covered by safety belt use laws.

Enforcement Strategies

Safety belt use in New York increased from a prelaw use rate of 16 percent to nearly 75 percent after the law took effect. Several months after passage of the law, the use rate dropped to 45 percent. Similar patterns of belt use had occurred in a number of Canadian Provinces that enacted belt use laws in the mid-1970's. These Provinces found that special enforcement with extensive PI&E could substantially increase belt use.

These enforcement programs (sometimes called Selective Traffic Enforcement Program (STEP), or blitz) consist of two major components - increased police enforcement of the seat belt legislation and public information and education (PI&E). The PI&E component includes publicity concerning the increased police enforcement and education on benefits of belt use.

To determine whether safety belt enforcement could be effective in this country, two different studies were conducted in New York State. One was sponsored by the NHTSA in Albany and Greece in 1985 and the other was sponsored by the Insurance Institute for Highway Safety (IIHS) in 1986 in Elmira, New York.

The NHTSA study tested two different enforcement approaches. The blitz approach, described previously, was tested in Albany and an integrated enforcement approach was tested in Greece. An integrated strategy combines belt law enforcement with other police traffic enforcement activities, again with appropriate publicity concerning the increased police enforcement and education on benefits of belt use.

In Greece, increased safety belt enforcement was integrated into the normal traffic duties of the police. Associated PI&E highlighted the safety benefits of using occupant restraints, with many of these messages being presented by a police spokesperson. These efforts resulted in a gradual increase from 49 to 66 percent in safety belt use over the six-month program. The safety belt use rate 20 months after the study ended was still 66 percent.

In Albany, four PI&E campaigns highlighting increased enforcement, and four intermittent enforcement blitzes lasting about five days each were conducted over a five-month period. Enforcement activities included the use of road checks by officers working overtime to detect violators at controlled intersections when traffic was stopped. The initial blitz wave resulted in an immediate increase in safety belt use. However, subsequent blitzes did not further increase belt use and eight months after the program had ended, the safety belt use rate had returned to the baseline rate.

In the IIHS study conducted in Elmira, a three phase blitz program was tested. Each phase lasted for one week. The first week had intense publicity on the upcoming enforcement; in the second week, police issued warnings for belt violations; and in the third week, police issued citations for the violations. Publicity continued in the second and third weeks of the program. Safety belt use rates increased from 49 percent to 77 percent by the end of the program, and were at 66 percent two months after the program ended.

403 Grants

Since 1979, Congress has required States to earmark two percent of their 402* funds for programs to encourage safety belt use. Starting in FY 1985, 403* funds also were made available to assist States in

* Federal financial assistance to the States is provided under Sections 402 and 403 of Title 23, U.S.C. Section 402 funds are formula grants provided each year to all States to support State highway safety planning and programming, as seed money for new programs, and to give new direction or emphasis to existing programs. Section 403 funds are designated for research and development, and to fund projects which demonstrate new highway safety techniques and initiatives. The 403 funds are awarded to a selected, limited or single recipient, who is deemed best qualified based upon criteria designed for the conduct of a specified project.

the implementation of their belt use laws. These grants were to assist States in: (1) implementing safety belt use laws effectively; (2) planning an implementation and evaluation effort; and (3) documenting the impact of safety belt use laws on belt use and highway fatalities and injuries. Activities resulting from the FY 1985 and 1986 grants are summarized in "State Experience With Safety Belt Use Laws: Final Report Summaries From The States Which Received Safety Belt Use Law Implementation Grants in FY 1985 and FY 1986." The report provides information on 22 State grants.

Based on the initial results of the IIHS sponsored blitz enforcement project in the State of New York in 1986, Congress required that the FY 1987 403 grant funds be used for enforcement of safety belt use laws, with an emphasis on blitz-type programs in local communities. The intent was to demonstrate whether a blitz program could work in a variety of settings and to see if different communities could adapt the program to their local conditions. Additional activity components of the grants were to include statewide enforcement, police training, state-level networking, and automatic protection education.

The grants were to be only part of the State's activities to implement safety belt use laws. Each State was expected to address additional activities and provide additional support. The State's contribution to the program was expected to at least equal the level of Federal 403 grant funding requested.

Additional safety belt use law demonstration 403 grants were awarded in FY 1988 and 1989. These grants emphasized youth, state-level partnerships with statewide organizations, worksites, and included State and local enforcement components to increase safety belt use.

This report is divided into four major sections. The first provides a brief overview of the FY 1987 403 grant program, including the requirements to States for obtaining a grant. The second section provides details of the individual grants, including a review of the activities and budget proposed by the State, a summary of the final report and an evaluation and discussion of the results of the activities. The final section provides conclusions and recommendations of the FY 1987 403 grant program evaluation.

FY 1987 403 GRANT PROGRAM

At the time of grant application, interested States were to submit Implementation and Evaluation Plans describing the total scope of the State's proposed activities to implement and assess the effectiveness of the safety belt use law. This was to include the identification of all funding resources that would be used to support these activities. Such an approach would help assure that the total State program was coordinated and that the 403 grant did not duplicate other efforts. The following summarizes the grant requirements.

Implementation Plan

The implementation plan was to include the following:

- o Description of the goals, objectives, and strategies for the specific program activities used to implement the law. It was recommended that the program run at least 12 months.
- o Time schedules and milestones needed for each activity.
- o Responsible agency or organization which would conduct each activity.
- o Source and level of support required for each activity.
- o Separate section which identifies, describes, and includes a budget estimate for the specific activities funded with the 403 grant. This section would become the grant work statement.
- o Detailed description of the in-kind contribution (including 402 funding) to be provided by the State to support implementation of the law.

Evaluation Plan

The evaluation plan was to describe how the State would evaluate the impact of the law. The following was to be addressed.

- o Description of major evaluation questions to be answered.
- o Period to be evaluated (generally the next 12 months).

- o Impact Evaluation - at a minimum, the evaluation must track changes in fatalities, injuries, belt usage, public knowledge and attitudes, and report enforcement (citation) data.
- o Administration Evaluation - all implementation activities planned or conducted regardless of the funding source.
- o Description of the data requirements and sources for both the administration and impact level evaluation.

Program Reporting

States were required to provide periodic progress reports and a final report. In general, the progress reports were to provide the status of program activities and available intermediate results, while the final report was to describe and assess the impact of the grant activities. A schedule for report submission was required. The final report was to include the following information and data.

- o Two to three page executive summary of the activities undertaken and the results achieved.
- o Detailed description of grant activities planned and conducted to implement the safety belt use law and to measure the effect on public belt use, knowledge and attitudes.
- o Analysis and interpretation of activities conducted and an assessment of the results achieved to increase the public's acceptance and use of occupant protection devices.
- o Recommendations for follow-up efforts to assure maximum benefits from the implementation of the mandatory belt use law.
- o Initial evaluation of the law's effectiveness in increasing public usage and acceptance of occupant protection, decreasing fatal and injury accidents, reducing societal costs, and any other benefits and changes associated with implementation of the law.

General Program Model

The grants were to include the following suggested program components and level of funding activity.

Community Programs	42%
Statewide Enforcement	22%
Police Training	17%
State-level Networking	4%
Automatic Protection Education	15%

The following activities were recommended to the States concerning the community program component.

- o An Elmira-type program with two or three waves of publicity and enforcement which was to include a substantial increase in belt law enforcement for a limited time. The PI&E was to include 1) benefits of occupant protection, 2) nature of the law or ordinance, 3) interest of community leaders in public compliance, and 4) pending period of enforcement.
- o Community information and press releases, including TV and radio spots, were to be used during each publicity and enforcement wave to achieve public awareness and educate the community.
- o Enforcement officers were to be trained on the benefits of occupant protection and the enforcement of the law(s).
- o Coordination of the program with judges was encouraged to inform them of the intent of the program and need for their support.
- o Driver and front seat passenger belt use observational surveys were to be conducted prior to and following each wave of publicity and enforcement activity.

In summary, each grantee's community programs were to follow the same basic blitz model outline. Enforcement officers were to be trained in occupant protection and enforcement of the laws. Belt law enforcement was to be increased substantially for limited time periods. Extensive publicity was to precede and accompany the increased enforcement. The communities were to conduct at least two blitz periods, or waves, separated by several months. Within this general framework, each community could design its own PI&E and enforcement program to best serve its needs and conditions. Each community also was to measure belt use before, during, and after their program.

Additional components of the grant were to address statewide enforcement, police training, state-level networking, and automatic protection education. Statewide enforcement was to consider effective enforcement strategies and to develop innovative strategies to enhance enforcement. Strategies might include widespread use of warning tickets, raising public perceptions of the likelihood of being cited for not using occupant restraints, improving enforcement administration, and other means to encourage State and local police to accept enforcement of the laws, including providing small grants to local police agencies to conduct enforcement activities.

Police training was to include the identification of State and local officers to attend enforcement training. These officers were then to conduct training within their agencies and local areas. In addition, as judicial personnel are an integral part of the enforcement system, they were to be trained in the importance of the law and their role in supporting the law.

State-level networking was to generate support programs through the educational and health communities, including schools and hospitals. It is important that these groups communicate with each other, build coalitions, and coordinate their efforts at the community level, including the support of enforcement activities.

Automatic protection education could take a variety of forms. It should, at a minimum, be folded into all ongoing educational activities.

FY 1987 Grant Awards

Seventeen States applied for and received 403 grants. Table 1 presents the States which received one or more grants.

Table 1
States Who Received FY 1987 Grants

California (2)	New Mexico
Colorado	New York
Connecticut	North Carolina
Hawaii	Ohio
Illinois (2)	Oklahoma
Louisiana	Texas
Missouri	Utah
Montana	Virginia
New Jersey (2)	

The following section provides details of the individual grants.

INDIVIDUAL GRANT DESCRIPTIONS

Seventeen States received Federal 403 safety belt grants in FY 1987. This section provides details of the individual grants. An overview of the State's proposed grant activities and budget is presented first. This is followed by a summary of the grant activities, results of the activities as reported by the States, and an evaluation and discussion of the results. The evaluation includes a comparison of the State's proposed activities with the information and data reported by each State. To provide as complete an evaluation as possible, information and data were obtained from Quarterly and Final Reports, and any other documentation submitted by the States before, during and following the grant period.

CALIFORNIA

The Safety Belt Use Law was passed on October 1, 1985, and took effect on January 1, 1986. The law allows only for secondary enforcement.

The State already had a large comprehensive occupant protection program in place and reported that the public, media, medical community, nonprofit groups, and schools had expressed their support and willingness to get involved in the implementation of the law. The one key group that had not fully embraced the law was the local enforcement community. This was at least partly caused by the provisions of the law that exempt operators of emergency vehicles unless the use of safety belts is mandated by their local governments.

In addition, several sections of the State, including the Northern area of the State and the Los Angeles County area, had lower belt use than did other parts of the State. To help deal with these problems, the State requested two different grants that would increase the enforcement of the law and educate the enforcement community and the general public.

Two grants were awarded. A \$55,000 grant was awarded to the Highway Patrol in September 1987 and a \$195,000 grant was awarded to the Glendale Police Department in October 1987.

PROPOSED GRANTS

Glendale Police Department Grant

The grant was to be managed by the Glendale Police Department (GPD). The GPD proposed a 17-month project whose ultimate goal was to

increase statewide compliance with the occupant protection and child restraint laws. This was to be accomplished by pilot testing and publicizing police programs of enforcement and education throughout the State.

The GPD proposed to conduct community enforcement, police training, public awareness and education, statewide enforcement, and automatic protection education. The first three activities were to be combined into "Elmira" projects involving 15 local police agencies and their communities in Los Angeles County.

To qualify for the community projects, the police agencies were to have a safety belt use policy and be willing to conduct the three major activities of community enforcement, local police training, and community public awareness and education. The objectives of the community projects were to obtain visible increases in police officer belt usage, to increase enforcement contacts, and to develop a PI&E program to meet the needs of their individual communities, including the reporting of safety belt usage in newsworthy crashes.

The proposed budget for the GPD effort is presented in Table CA-1.

Table CA-1
Proposed Budget - Glendale Police Department

<u>Activities</u>	<u>Funds</u>
Local Agencies	
Police Enforcement & Education	\$75,000
Local Police Training	22,500
Community Public Awareness	7,500
Project coordinator, materials, travel	<u>90,000</u>
Total	\$195,000

California Highway Patrol Grant

The grant was to be managed by the Highway Patrol (CHP), Headquarters, Planning and Analysis Division. The CHP proposed a 15-month project.

The ultimate goal was to increase statewide compliance with the safety belt use law, first by pilot testing and publicizing police officer education and enforcement programs for the CHP's Northern Division, and then using the results for a general statewide police education program. The project objectives were to stimulate broader involvement of police agencies in the Northern part of the State to enforce the

safety belt law, and to produce supporting educational and motivational materials which would encourage higher citizen belt use.

The CHP proposed to conduct community enforcement and education, police training, public awareness and education, statewide enforcement and education, and automatic protection education. The first three activities were to be combined into an "Elmira" project in the Northern part of the State, focusing on Redding and the surrounding area. The objective was to obtain a belt use rate of 55 percent. Seat belt observations would be conducted to evaluate the effort.

Selected CHP officers in the Northern Division were to receive instructor training which would build on the existing NHTSA course and be tailored to State and local conditions. One purpose of this activity was to infuse police agencies with the importance of enforcing the safety belt law. Another purpose was to persuade these agencies to adopt safety belt use policies for their employees. The trained officers would be expected to train other CHP officers and local police agencies.

The intended PI&E component of the project was to encourage enforcement officers to serve as role models for the public in the use of three point safety belts, increase the educational emphasis of enforcement contacts, publicly emphasize the education and enforcement program, and encourage press coverage of belt usage in fatal and serious injury crashes. The CHP would share the concept, success, and communication support for police role modeling and education of the safety belt use law statewide. This would include the development of multilingual materials to provide occupant protection education to the public. The police agencies also would develop educational articles designed to be readily used in news releases to inform the public about automatic protection devices.

Two videos were to be produced under the grant, one for police officers and one for the general public. The videos were to feature the NHTSA safety belt spokesdummies, Vince and Larry. The law enforcement video was to be geared toward officer briefings. It would provide tips on how a three-point safety belt can be worn effectively without interfering with an officer's uniform or equipment. It also was to explain the benefits of wearing the three-point system at all times.

The public version was to be used by CHP Public Affairs Officers and allied agency community education personnel when giving talks to schools, businesses and civic groups. It was to present, in a humorous fashion, the reasons why safety belts should be used each and every time people get into vehicles, no matter where they are seated.

The enforcement component of the program would have the officers conducting three waves of enforcement with increased publicity in their local areas. Following the program, results from the Northern Division were to be shared at State level police meetings and seminars and by using established police print media channels.

The proposed CHP budget is presented in Table CA-2.

Table CA-2
Proposed Budget - California Highway Patrol

<u>Activities</u>	<u>Funds</u>
Community Education & Enforcement	\$26,000
Police Training	8,500
Police & Community Awareness	2,000
Statewide Enforcement	11,000
Automatic Protection Education	<u>7,500</u>
Total	\$55,000

FINAL REPORT

Glendale Police Department Grant

In October 1987, the Glendale Police Department sent a letter to 48 law enforcement agencies in Los Angeles County, inviting each to participate in the project. The letter included budget guidelines and an application form. Inclusion in the program would be on a "first come" basis. Thirty agencies responded with inquiries for more information, and from these, 15 agencies were selected for the project. Each agency was to receive funds to develop and purchase PI&E materials to support its individual programs. The following 14 agencies were awarded community projects.

- o Burbank Police Department
- o Claremont Police Department
- o Compton Police Department
- o Downey Police Department
- o El Segundo Police Department
- o Gardena Police Department
- o Long Beach Police Department
- o Los Angeles County Sheriff, City of Industry Substation
- o Montebello Police Department
- o Pasadena Police Department
- o Pomona Police Department
- o Redondo Beach Police Department
- o South Pasadena Police Department
- o Torrance Police Department

Glendale became the 15th site after one of the initially selected police agencies had to drop out of the program. The 15 police agencies in the project had over 2,400 sworn officers covering 3 million people who lived or worked in the various jurisdictions.

The following summarizes the activities of the individual police agencies and their communities.

Burbank Police Department

- o Buckle up signs (20) were purchased and placed on major streets, at the police department, city hall, and in city yards.
- o "It'll Never Happen to Me" video was purchased and donated to the public library.
- o Officers distributed 2,000 posters to businesses and schools.

- o "Highway Driving Tactics" video was purchased for high school traffic safety programs conducted by officers.
- o Free movie theater passes were given to 100 belted drivers.
- o "Otto the Auto" video was purchased for use in elementary schools and at bike safety programs.
- o 2000 "Flintstone Seatbelt" comic books and 20,000 "Seat Belt Sheriff" badge stickers were distributed.
- o Project coverage appeared in the Los Angeles Times, The (Burbank) Daily News, the Burbank Leader, and on a news segment of NBC TV. The Department provided project information in response to an inquiry from Time magazine.
- o Two officers attended the GPD Training Seminar, and information and materials obtained were then used in-house. A new belt use policy was issued for the Department. Officer training was provided at roll call and in-service.
- o Self reported surveys were conducted of police employees. Over the period of the grant, employees reported a 29 percent increase in belt use and a 42 percent increase in enforcement.
- o On one Sunday afternoon enforcement blitz, four officers issued 71 safety belt citations in a three hour period.
- o During January - April 1988, 1,857 safety belt citations were issued.

Claremont Police Department

- o News articles were prepared.
- o Senior citizens were used to observe belt use of young drivers around Claremont High School, and to distribute leaflets at city parking lots.
- o Seat belt information was provided to high school driver education classes.
- o Officers distributed 400 posters and 7,000 "Woody Woodpecker" brochures.
- o Officers distributed 10,000 Woody "Buckle Up" stickers to elementary schools.

- o Ten "Buckle Up" signs were posted at city parking areas.
- o Department conducted incentive program for city employees and presented coffee mugs to those seen using seat belts.
- o Police Department booth at July 4th activities had displays and handouts. Over 5,000 people visited the booth.
- o Information was distributed through Claremont College's safety committee for their 2,100 employees.
- o One officer was sent to the GPD Training Seminar. Officers then received roll call training and pledge incentives.

Compton Police Department

- o Officers distributed 1,000 "Buckle Bee" posters, 1,100 "Woody Woodpecker" posters, and 2,000 "Buckle Bee" bumper stickers. A spot check counted 1 of 10 vehicles with the sticker.
- o Officers distributed 2,000 "Buckle Bee" stickers to students.
- o A victim of a serious car crash who survived due to belt usage volunteered her services to conduct safety talks at driver's education classes.
- o "Buckle Up" safety fair was held.
- o Key chains were distributed to belted drivers.
- o Cable TV, radio, and news articles were prepared.
- o Six "buckle up" signs were purchased and displayed in police parking lots.
- o One officer was sent to the GPD Training Seminar. All officers then received occupant protection training through roll call briefings.
- o An internal incentive program for police department employees was initiated with "Buckle Bee" coffee mugs distributed to officers who pledged and buckled up for 30 days.
- o The Department used a new four officer motor squad to enforce the law aggressively.
- o Department issued a new belt use policy.

Downey Police Department

- o Officer made presentations to elementary and high schools.
- o Over 1,000 citizens were given information in community presentations.
- o Officers distributed 900 posters and 2,000 brochures.
- o News articles were prepared and the city employees' newsletter ran information about the project.
- o Officers were given roll call training.
- o Traffic violators, if belted, got positive verbal comments. If unbelted, they were warned to make it a habit. Those with bad attitudes or who refused to buckle-up were issued a ticket. Contacts were made with 346 motorists.

El Segundo Police Department

- o Officers distributed 1,000 posters.
- o Officers distributed 4,000 brochures to employees of major companies. A safety belt employee program was initiated at Hughes Aircraft Space Division/USAF.
- o Officers gave 1,500 lapel pins to belted drivers. The program had such a positive response that 1,500 additional pins were purchased.
- o News articles were prepared.
- o One officer attended the GPD Training Seminar. Officer training was then given at roll call.
- o Department issued a new belt use policy.
- o Twelve letter and telephone call commendations were received praising the program and officers.
- o The Department conducted a two hour belt checkpoint. There were 573 motorists contacted, 343 of whom were not using restraints, but buckled up before leaving the checkpoint.
- o During the Project, 1,100 motorist contacts were initiated by 25 officers.

Gardena Police Department

- o News articles were prepared.
- o Safety belt information was presented to Criminal Justice classes at El Carmino College.
- o Fifty "Buckle up" signs were posted at exits from city property. "Buckle up" license plate frames were placed on all city vehicles.
- o Chamber of Commerce distributed education materials, including 500 project posters, 1,000 brochures, 150 "Buckle up" signs, and 1,000 "Buckle Up" license plate frames.
- o One officer attended the GPD Training Seminar. Officers then received roll call training.
- o Department belt use policy was reissued.
- o Survey of officers found that 87 percent favored the use of belts and 76 percent usage was observed for patrol officers.

Glendale Police Department

- o "Buckle Up" materials were distributed to 5,000 motorists at a DUI safety checkpoint.
- o In-house training video was made for city employees.
- o A Project display was built.
- o Officers distributed 3,000 posters and 10,000 brochures at a safety fair booth, to neighborhood watch programs, and at service organization and school presentations.
- o Officers distributed 10,000 "Woody" stickers during traffic stops.
- o Officers distributed 10,000 "Woody" litter bags.
- o Officers distributed 10,000 sun visors to children at school safety programs, public events, and in-house tours.
- o A two-hour training program was developed for in-service training and roll call briefings and safety belt information was provided through police bulletins.

- o The Information Officer made 27 media contacts.
- o Department incentive program was initiated. Those who buckled up for 30 days were rewarded with a special coffee mug.

City of Industry/Los Angeles County Sheriff's Department

- o News articles were prepared.
- o Public employee program was developed for the three cities serviced by Industry Station Sheriffs Department. "Buckle Up" signs were provided for employee parking lots. Posters and brochures were distributed and each employee was given a "Buckle Up" license plate frame.
- o Educational seminar was presented to City of Industry Manufacturer's Council. Speakers and videos were provided by the National Safety Council and Los Angeles Area Child Passenger Safety Association. There were over 100 attendees.
- o Poster contest was conducted for 7th and 8th grades, with prizes donated by community. The winning poster was displayed on two donated billboards. Thirty of the semifinalist posters were displayed during Traffic Safety Week; the display was viewed by over 100,000 people.
- o Occupant protection video was developed and shown to all field personnel. Information was provided through in-service and roll call training, police bulletins, and posters. A police brochure was developed that included information on policy, liability issues, how seat belts work, and a "saved-by-the-belt" story. Two "Buckle up" signs were posted at station exits.
- o Surveys of personnel were conducted (no data provided).

Long Beach Police Department

- o Officers distributed 3,000 posters, 6,000 brochures, and 10,000 stickers.
- o PI&E materials included 500 magnet pocket address books given to belted drivers; 700 ball point pens and 600 key tags were used both as reminders for unbelted drivers and rewards for belted drivers. School resource officers, Neighborhood Watch Coordinators, service organization attendees and others were all part of the public awareness campaign.

- o Officers distributed 2,000 bumper stickers at DUI check points.
- o School education program included distribution of 2,000 pencils and 100,000 "Bucklesaurus" stickers to K-5 students.
- o News articles were prepared.
- o One officer attended GPD Training Seminar. Officers then received training at roll call.
- o Department incentive program provided coffee mugs and lapel pins to personnel pledging to buckle up for 30 days.
- o Safety belt training materials were included in the permanent curriculum at Long Beach Police Academy.

Montebello Police Department

- o To coincide with Child Passenger Safety Week, the city proclaimed the first week in May "Buckle-up Week."
- o Community recognition program was developed for citizens who were saved-by-the-belt. Individuals were given certificates - 500 printed, 200 issued at time of report.
- o Videos, teacher guides, posters, and audio cassettes distributed to Neighborhood Watch and service organizations.
- o Motorists were given 2,500 key tags as rewards or reminders.
- o Officers distributed 1,400 posters and 2,000 brochures.
- o Car seat loaner program was featured on cable channel.
- o Educational materials were given to the schools, including 5,000 "Woody" stickers, sun visors, and book jackets.
- o News articles were prepared.
- o Officers received roll call and in-service training.
- o Department issued new belt use policy.

Pasadena Police Department

- o Officers distributed 1,400 posters and 2,500 brochures.

- o News articles were prepared.
- o Officer attended the GPD Training Seminar. Roll call and in-service training was provided to all field personnel.

Pomona Police Department

- o Puppet show stressing safety belt use was developed for the Department's Open House and given several times during the day in English and Spanish. Safety belt display was used, and a coloring sheet, in English and Spanish, was given to children. Over 1,500 people attended.
- o "Buckle up" signs were displayed in driveways of all city property.
- o "Buckle Up" license plate frames were put on all city vehicles.
- o Cable Company developed 30 second PSAs with the police.
- o Officers distributed 3,000 rabbit hand puppets, 5,000 litter bags, 1,000 project posters and 4,000 brochures.
- o During the Los Angeles County Fair, plastic hand puppets, coloring books, litter bags, and other materials were handed out. The fair averaged 250,000 people a day.
- o News articles were prepared.
- o Training video was developed and used for in-service training.
- o Officer incentive program was conducted with a bullet proof vest awarded to the officer issuing the most warning citations. During the project, 2,000 warnings were issued.
- o Department issued a new belt use policy.

Redondo Beach Police Department

- o News articles were prepared.
- o Employee program was initiated with GTE.
- o Officers distributed 1,100 posters and 2,200 brochures.
- o Department issued new belt use policy.

- o Officers distributed 2,500 "Buckle up" key tags at traffic stops where drivers who were not belted were cited.
- o One officer attended the GPD Training Seminar. Roll call and in-service training was given to all field service personnel and information was provided in police bulletins. Department incentive program gave coffee mugs for program completion.
- o "Operation Seatbelt" was conducted December 17-21, 1988 - 1,123 motorists were contacted during 81 hours of enforcement.

South Pasadena Police Department

- o News articles were prepared.
- o Educational program was provided to schools with 3,000 coloring books, 2,000 small badges, 500 bumper stickers, and 1,000 certificates distributed.
- o Educational video was developed and presented to parents at "Back to School Night" and other parent/teacher events.
- o Two local newspapers ran a police column highlighting criminal activity and traffic crashes and belt use - papers have approximately 15,000 subscribers.
- o "McGruff" the crime prevention dog provided safety belt information and literature at all the events he attended.
- o Officers distributed 200 posters and 400 brochures.
- o Officer training was given at roll call and information was provided in police bulletins.

Torrance Police Department

- o News articles were prepared.
- o "Buckle up" signs were posted at all 26 city lot exits. Twenty signs were used at bus benches and on buses. Two billboards were used during the campaign.
- o Officers distributed 3,000 posters and 6,000 brochures.
- o Safety belt presentations were given to service clubs, schools, Neighborhood Watch, and other groups. Many major corporations were included in these presentations for employee safety meetings.

- o Loaner program was instituted with donated Strolee seats.
- o School education program was developed using a friendly dinosaur, "Bucklesaurus - Don't Become Extinct." Classroom packets included posters, coloring books, stickers, and bumper strips. Poster and sticker was given to every student.
- o Roll call training was given to all field personnel and information was included in police bulletins. The majority of officers had already received training, as the department was highly active both in compliance and enforcement.

Training

The GPD sponsored a training seminar, held in January 1988, to provide officers with creative ways to meet the project objectives of police compliance, and community education and enforcement. The training was given to 116 officers from the community projects and officers from other areas of the State. Audience reaction was reported as highly positive and complimentary.

The Los Angeles Safety Council sponsored a belt seminar for Los Angeles area law enforcement officers in April 1988. The GPD was asked to manage the event. The event was attended by 34 officers.

In July 1988, the Peace Officers Association of Los Angeles County hosted an occupant safety training seminar, cosponsored by the GPD. Ninety six participants from around the State attended and 18 requested training videos and materials. The vast majority of participants evaluated the seminar as above average or excellent.

Statewide Activities

In January 1988, the Glendale Police Department arranged with Universal Studios to donate the use of the Woody Woodpecker figure and the production costs for 25,000 posters. A representative from each of the community project's police agencies was featured with Woody on the poster. Two brochures, "You Can Make a Big Impression Without Your Seat Belt," and "How Many of These Fairy Tales Have You Told?", were redesigned featuring Woody.

The Greater Los Angeles Chapter of the National Safety Council supplemented the Project's activities by distributing 6,000 brochures, 30,000 posters, and 10,000 workbooks through employee programs. The 15 Projects distributed 40,000 brochures and 25,000 posters with the Woody theme. The GPD also distributed 10,000 stickers, 10,000 sun visors, and 10,000 auto litter bags with the Woody logo.

Universal Studios also produced PSAs. On October 23, 1988, a poster with Woody was viewed by the audience of the CBS series "Murder She Wrote." The poster was located behind the head of a police captain during a long conversation with Angela Lansbury.

All during the program, GPD personnel publicized and promoted the concept and activities of the program through every means available. The GPD Chief was instrumental in this networking, especially with other police managers, through national, State and local meetings, workshops and conferences. Examples of where the project goals and activities were presented are:

- o California Peace Officers Association
- o Los Angeles County Police Chiefs Association
- o Peace Officers Association of Los Angeles County
- o California Chiefs of Police Association
- o International Association of Chief's of Police
- o North Area Police Association
- o Action Commission of Traffic Safety Educators
- o NHTSA Region IX Conference, and Police Workshops
- o Greater Los Angeles Chapter of National Safety Council's Western Safety Conference & Quarterly Traffic Safety Forums
- o Los Angeles Child Passenger Safety Association Newsletter
- o Glendale Criminal Justice Council
- o San Gabriel Chiefs of Police Association
- o California Highway Patrol Seminar, Redding, CA
- o Conference of Mayors, Washington D.C.
- o Office of Traffic Safety Conferences
- o Lifesavers 6 and 7

Because of the Project, Universal Studios' Woody Woodpecker character materials were sent to every State's Governor's Traffic Safety Office and all NHTSA regional offices. Within California, Woody became the focal point of a State-funded project in Manhattan Beach; the American Automobile Association of Northern California developed a major educational program featuring Woody; and the CHP has used Woody in a Statewide PI&E campaign. Central Florida initiated a major campaign with 23 police agencies modeled after the Glendale project and the use of Woody.

Automatic Protection Activities

Project brochures featuring Woody Woodpecker included information on automatic protection.

In conjunction with the Los Angeles Area Child Passenger Safety Association, a 20-minute education presentation was developed for

sales staffs of new car dealers to motivate their interest in passive restraints. Information for the presentation was collected from the automobile manufacturers and NHTSA on passive restraint availability, and from representatives of dealer associations who emphasized that the materials must assist salespersons in selling vehicles.

To test the materials, three dealerships were selected. The presentations were conducted under difficult circumstances. Even though the dealers agreed to allow the presentations at sales meetings, none of the meeting leaders was informed of it, and the project staff received a cool welcome.

An additional 34 dealerships were contacted during the grant period. From these, 19 refused, nine said they were interested but never scheduled presentations, five agreed grudgingly, and one brought in personnel from six other dealerships.

Highway Patrol Grant

No information was provided in the final report on the activities of the Redding Community Project.

A CHP officer from the Northern Division and an officer from the CHP Office of Public Affairs attended a safety belt training seminar for police officers in Los Angeles during January 1988. The Seminar was hosted by the Glendale Police Department, and had representatives from 70 police agencies in attendance. Based on the positive experience of the Glendale seminar, a Northern Division seminar was conducted in Redding on May 4, 1988. No information was provided on the number of officers or agencies who attended the training.

The CHP's Northern Division developed a prototype safety belt pamphlet. There were 500,000 pamphlets printed, and the Northern Division received a supply for distribution at State border checkpoints. A portion was withheld for distribution at other border checkpoints throughout California. The intent was to reach out-of-state drivers who were unaware of the mandatory law in California. The need for this activity was reported as being evident by the number of out-of-state people stopped by road patrol officers for not using safety belts during the grant period. However, the number of stops made or citations issued was not reported.

In addition to the pamphlet, two videos were to be produced under the grant, one for police officers and one for the general public. The law enforcement video was to be geared toward officer briefings. The public version was to be used by CHP Public Affairs Officers and allied agency community education personnel when giving talks to

schools, businesses and civic groups. Neither video was completed during the grant, but the CHP reported that they would be completed under another grant to be assigned to the CHP's Coastal Division.

During the Project, CHP officers provided the local media with information concerning people involved in traffic collisions and whether they had been using safety belts, and if their use prevented injury or death. The policy was instituted statewide and further enhanced by a letter from the CHP Commissioner to all media outlets in the State following the Project.

EVALUATION

Glendale Police Department Grant

Citation activity is presented in Table CA-3. Rates were reported as the percentage of occupant violations per moving violations, or as noted. Every agency reported an increase in citations for the Project. Four of the agencies had not been enforcing the law at all prior to the project.

Table CA-3
Enforcement Results - Glendale Police Department *

<u>Sites</u>	<u>Baseline</u>	<u>Project</u>
Burbank Police **	20%	37%
Claremont Police	3	20
Compton Police	0	54
Downey Police ***	0	15
El Segundo Police	0	32
Gardena Police	14	35
Glendale Police	30	40
Long Beach Police	15	23
LA County Sheriff, Industry	11	22
Montebello Police	12	38
Pasadena Police	18	24
Pomona Police	18	24
Redondo Beach Police	8	23
South Pasadena Police	0	38
Torrance Police	20	35

* Percent of moving violations

** Percent of all violations, including pedestrian

*** Percent of all hazardous violations

The Project did not include any observational surveys of belt use.

Highway Patrol Grant

The CHP reported that prior to the grant only 37 percent of police agencies in the Northern Division area had a safety belt policy. A poll taken at the end of the grant was reported to show that 63 percent of the agencies in attendance at the seminar conducted in Redding had implemented a safety belt use policy. The largest agency, the Redding Police Department, was reported to have adopted its policy immediately following the seminar.

No citation data was provided for the Community Project nor were other activities.

Table CA-4 provides the before and after results of observational surveys conducted in the City of Redding. The California Office of Traffic Safety sponsored the two surveys which were conducted by the same contractor.

Table CA-4
Observations - Redding

	<u>Drivers</u>	<u>Passengers</u>	<u>Infant</u>
1986	31%	33%	58%
1988	51	50	60

While the goal of 55 percent safety belt use was not achieved, there was a substantial increase in the use of belts by both drivers and passengers. The use of child safety seats changed very little.

DISCUSSION

Glendale Police Department Grant

Officer training was provided through a seminar to all the participating police agencies. It was reported that the seminar appeared to have motivated the agencies to initiate or reinforce their own training programs and initiate or reinforce safety belt use policies. All the sites included training in roll call briefings, and most included occupant protection information in their police bulletins. A number of agencies initiated pledge and incentive programs for officers.

The success of the training seminar stimulated at least two other training seminars in the greater Los Angeles area. These seminars either directly or indirectly involved Project staff.

The 15 agencies' enforcement efforts appear to have resulted in a substantial increase in the issuance of occupant protection citations. Prior to the projects, several of the agencies had not issued any occupant protection citations. Information on the type of enforcement strategies used by the communities was not reported for most of the agencies. For those which reported information, several agencies initiated special patrols, one used a DUI roadblock, one used a checkpoint, and one used a special program preceding the December holiday season. Several of the sites reported providing rewards to motorists who were seen using safety belts.

PI&E activity was quite varied between the individual sites. The use of handout information and materials was extensive.

Information on the Project was presented at numerous meetings, conferences, and workshops. The impact of this networking was the initiation by other agencies of programs modeled after the Glendale project.

Another success was the involvement of Universal Studios and the use of Woody Woodpecker. The Woody character was adopted in at least two other California enforcement projects and in Florida. These all used various aspects of the Glendale Project as a model. For example, in central Florida, 23 police agencies initiated increased training, enforcement and PI&E.

The effort to have automobile salesmen provide information on automatic protection devices to potential customers had problems. It was reported that the problems point to the need for more intense activities including education for new car dealership owners,

managers, and sales staff if salespersons are to provide automatic protection education to customers.

The Project did not include a pre- or post-observational survey of belt usage by the general public. Thus, it is not possible to determine whether any of the Project activities resulted in any increase in the public's use of occupant protection.

CA Highway Patrol Grant

The enforcement effort conducted in Redding appears to have substantially increased safety belt use. In addition, a second objective was met by the increase of police agencies having safety belt use policies. The third positive outcome of the project was the initiation of a CHP policy to inform the local media whether people involved in traffic collisions had been using safety belts, and if their use prevented injury or death.

The seat belt use policy and in-house training had an affect with officer belt use being reported at over 95 percent. Whether the handing out of brochures at border checkpoints changed out-of-state drivers belt use was not reported. The CHP began sharing the concept, success, and communication support for police role modeling and education of the safety belt use law statewide. Specific strategies that were being used were not clear from the final report.

For the Redding project, little information or data was provided in the report concerning project activities, including the number or rate of citations issued, the type and amount of PI&E produced, nor how many police officers were trained at the seminar and subsequently in-house. In addition, no control site was proposed or used for the project which would have controlled for factors which might have caused the increase in belt use in Redding. Thus, it is impossible to determine whether the Project caused the reported increases in safety belt use.

During the project, the CHP initiated a change from a lap belt policy to a three-point belt use policy. The safety belt systems in the CHP vehicles were subsequently changed to meet the policy.

COLORADO

In 1986, the State had 483 fatalities and 39,854 injuries to motor vehicle occupants in crashes. Of the vehicle occupants killed, 86 percent were not restrained. It was estimated that restraint use was about 18 percent for seat belts and 50 percent for child safety seats. Enforcement of the Child Safety Seat Law, as evidenced by traffic citations, was minimal. The State hoped that a safety belt law and accompanying program would increase the use of occupant protection devices.

The Safety Belt Use Law took effect on July 1, 1987. A violation of the law is classified as a secondary offense and applies only to the driver and front seat passengers. Section 403 funding assistance was requested to supplement the proposed activities of the State Occupant Protection Plan. The State was working with the private and public sectors to implement a comprehensive occupant protection program. The goal was to increase safety belt use to 50 percent, increase child car seat use to 60 percent, decrease motor vehicle occupant fatalities by 25, and decrease the number of motor vehicle occupant injuries. The Program included infant and child passenger protection, networking to coordinate the plan, public information and education, target audiences, enforcement and adjudication, and evaluation.

A \$150,000 grant was awarded to the Department of Highways, Division of Highway Safety in September 1987 to assist in the enforcement of the occupant protection laws.

PROPOSED GRANT

The Division of Highway Safety (DHS) proposed a 16-month project to supplement planned 402 and private sector funding as a part of the State's Comprehensive Plan.

Community Projects

The State had found that community programs were effective in creating greater awareness, increasing occupant protection use and facilitating enforcement activities at the local level. The cities of Denver, Fort Collins, and Alamosa were identified as prospective sites to implement "Elmira-like" projects with concentrated enforcement and publicity beginning in December 1987. Fort Collins was just completing a model community program and was willing to initiate an enforcement program. Denver had been identified because of the potential impact, being the State's major population center.

Proposed activities for the 403 grant included the following:

- o Obtaining visible support of key local public and private officials, including adoption of local ordinances to require safety belt use.
- o Conducting a PI&E campaign within each community, emphasizing the lifesaving benefits of safety belts.
- o Conducting educational activities aimed at identified target groups, such as teenagers and young adults.
- o Training of local coordinators.
- o Training of local law enforcement officers on enforcement of the safety belt law and encouraging establishment of a required belt use policy for officers.
- o Having a minimum of two concentrated enforcement and PI&E campaigns conducted by local law enforcement agencies.
- o Conducting observational belt use surveys before the project begins, during and after the enforcement campaign, and at the end of the projects.

For each community, the State was to prepare an operational and evaluation plan and a report of the findings. The Plan was to include time schedules for the enforcement, public information and survey activities, and the collection of safety belt use and citation data.

Statewide Enforcement & Training

A comprehensive statewide enforcement project was to be implemented through a contract with the State Patrol. Various initiatives were to be used to increase the motoring public's awareness of the benefits of safety belts, the law, and the probability of being cited for noncompliance. Efforts were to be made to encourage county and municipal law enforcement officials to enforce the law. Proposed activities included the following:

- o Conducting a PI&E campaign, emphasizing the probability of being cited for noncompliance and the lifesaving benefits of safety belt use.
- o Training of representatives from each of the State Patrol's 13 troops and headquarters.

- o Collecting data on number of citations and warnings issued during statewide enforcement effort.
- o Surveying safety belt and child restraint use during routine traffic stops.
- o Presenting information to the Chiefs of Police and Sheriffs Associations to encourage local law enforcement participation, and adopting local ordinances requiring safety belt use.
- o Presenting occupant protection education in schools and to community groups.

Training efforts were to include law enforcement as well as judicial representatives. Proposed activities included:

- o Creating a statewide task force, with representation from the Municipal League, Municipal Judges Association, County Judges Association, District Attorneys Council, Chiefs of Police Association, Sheriffs Association and CSP, that was to review training materials and assist in implementing a comprehensive and uniform statewide training program;
- o Training of more than 200 trainers from the law enforcement and judicial communities in public education, enforcement, and adjudication aspects of the law.

Networking

To increase networking activities, specifically in rural areas, the DHS proposed to contract with the State Medical Auxiliaries Society to conduct workshops and meetings, and make presentations to promote safety belt use. Planned activities were to include:

- o Conducting a training workshop to prepare members of the Medical Auxiliaries Society to make presentations promoting safety belt use;
- o Conducting at least 75 presentations in schools, and to local community and civic groups throughout the State on the lifesaving benefits of safety belt use and compliance with the law.

Automatic Protection Education

The DHS proposed to contract with the State Association of Women Highway Safety Leaders (CAWHSL) to conduct activities that would

create a greater awareness of the lifesaving benefits of automatic protection devices. Planned activities were to include:

- o Conducting a PI&E campaign on the availability and benefits of automatic protection devices through workshops, making presentations and providing volunteer staff for traffic safety exhibits;
- o Developing and distributing printed materials on automatic protection and safety belts through the State Automobile Dealers Association and participating auto dealers;
- o Constructing an audio and visual exhibit on automatic protection and occupant protection for the Children's Museum in Denver, and subsequent use at fairs, conferences and other activities.

Proposed Budget

The proposed DHS budget for the grant is presented in Table CO-1.

Table CO-1
Proposed Budget

<u>Activities</u>	<u>403 Funds</u>
Community Programs	\$63,000
Statewide Enforcement	33,000
Training	25,500
State Level Networking	6,000
Automatic Protection Education	<u>22,500</u>
TOTAL	\$150,000

FINAL REPORT

Community Projects

The Division of Highway Safety (DHS) proposed to conduct "Elmira-type" enforcement projects in Denver, Fort Collins and Alamosa. The Denver Police Department declined to participate due to administration changes and reduction in personnel within the department. The Fort Collins police department felt unable to participate because of other community priorities and needs. Denver and Fort Collins were subsequently replaced with the communities of Boulder and Lakewood.

The Alamosa Police Department conducted an "Elmira-type" project with support from the Mayor and City Council. The City of Boulder was the second "Elmira-type" project. Initially the Boulder project was scheduled to be completed by the end of December 1988. However, the Boulder Police Department requested and received an additional 90 days to conduct more education and enforcement activities. This was done without any additional project funds.

Lakewood was the third site. Support for the project was given by the Mayor and the City Council. However, because of time constraints, the Lakewood Police Department conducted the three phases of the program in one month intervals rather than the proposed six-week intervals.

Each agency provided training to officers through roll call briefings. It is unknown how many officers were trained, the nature of the training received, or if this training changed their use of safety belts or increased their enforcement of the occupant protection laws.

Observational surveys were conducted in each community. DHS staff were utilized to provide training and technical assistance to volunteers conducting the surveys.

The following summarizes the activities of each community.

Alamosa

- o Safety belt awareness classes were conducted in the elementary schools - over 500 children in grades K-2 were taught to buckle up by using child-size electric cars equipped with safety belts.
- o Children in grades 3-5 were educated and provided with an incentive by signing "Buckle Up" pledge cards they could redeem at McDonalds - over 1,000 cards were used.

- o Two safety belt exhibits reached 2,000 people.
- o Coloring contest was conducted in the elementary schools with local merchants providing the incentives - 450 entries were received.
- o Bumper sticker contest was held for junior high and high school students - 114 entries were submitted.
- o Representatives from the traffic unit made safety belt presentations at all schools in the community.
- o Buckle up signs, "Alamosa Police - We Care - Get it Together" were placed on the four major highways.
- o One officer attended a law enforcement training seminar who then provided roll call training to other officers.
- o During the warning phase of the project, 149 contacts were made with educational materials distributed and verbal warnings given.
- o During the enforcement phase of the project, 134 contacts were made with 12 citations issued.

Boulder

- o Local cable TV station aired the City Council meeting which served as the project's kickoff.
- o Presentations were made at schools, major employers and local civic organizations.
- o News releases were distributed and radio stations aired PSAs.
- o Safety belt exhibits were staffed.
- o Vince and Larry costumes were used on numerous occasions.
- o One officer attended the occupant protection enforcement course at TSI and was a lead instructor for the statewide training effort. Roll call training was conducted for all officers.
- o Previous agency safety belt use policy was now enforced.
- o During the warning phase, 133 warnings were issued with drivers and passengers provided with printed materials.

- o During the enforcement phase, 85 contacts were made with 45 citations issued.

Lakewood

- o Officers made 35 presentations to schools and civic groups.
- o Newspapers published stories about the project and the law.
- o One officer attended the law enforcement occupant protection instructor course at TSI and served as a lead instructor for the statewide training efforts. Roll call training was provided to all officers.

Statewide Enforcement & Training

This component of the grant was conducted by the State Patrol. It was reported that the presence of the Patrol in the program further facilitated occupant protection awareness and use by the public; however, no data was provided.

The Patrol's PI&E campaign included the distribution of numerous news releases, the development and distribution of printed materials emphasizing local law enforcement's support for the law, and the probability of being cited for noncompliance. The Patrol distributed numerous incentives, such as keychains, pens, automobile sun screens, and frisbees to promote compliance. During the program, the patrol made 585,671 traffic stops and issued 8,604 citations for occupant protection violations. It was not reported whether this was an increase from previous periods.

The Seat Belt Network formed a law enforcement task force that developed the curriculum for an Occupant Protection Enforcement Training program. Four Task Force representatives attended the occupant protection trainer course at TSI in Oklahoma City.

Six regional seminars, with over 20 police departments attending, were conducted in different areas of the State. The number of officers trained was not reported. A recognition and incentive program, "Silver Buckle Award," was developed for police officers and departments. The number awarded was not reported. A teacher's kit and video was distributed to elementary schools statewide. No information was provided on the use of the kit.

The State Patrol conducted a workshop where 25 CSP officers were trained in enforcement of occupant protection laws. These officers then conducted training and made presentations to their own troops and

communities. It was reported that 85 presentations were made, but no data on the number of officers or others who attended was provided.

Networking

The Medical Auxiliaries Society conducted the activities for this aspect of the project, targeting high school students. An educational incentive program for students to write radio and TV public service announcements was developed. Winning schools received recognition & incentives. The local cable TV industry produced the winning TV announcement. It was not reported how many students or schools participated in the program nor if the PSAs were aired.

Automatic Protection Education

The Association of Women Highway Safety Leaders received a contract for this effort. They distributed 20,000 automatic occupant protection brochures at meetings, safety breaks and traffic safety exhibits, and through one-on-one contacts with members of the State Automobile Dealers Association. Six regional and area meetings were conducted where speakers discussed the technology and benefits of automatic protection devices. The Association staffed an automatic protection exhibit at the State Fair - 50,000 people were in attendance.

The Seat Belt Network developed and produced a teacher's kit and video with the characters Captain Crashsafety, the Buckle-Up Boys, and Aaron Airbag. The kit was distributed to elementary schools statewide.

EVALUATION

Enforcement

Table CO-2 presents the result of enforcement during the Community Projects.

Table CO-2
Enforcement Results

<u>Site</u>	<u>Warnings</u>	<u>Citations</u>
Alamosa Police Department	149	12
Boulder Police Department	133	45
Lakewood Police Department	-	28

It appears that the level of enforcement was extremely low in all the sites. No indication is given in the report on the number of warnings or citations issued prior to the program.

For Alamosa, it was reported that a reduction in police personnel and the DHS not paying for enforcement overtime resulted in a minimal usage impact during the enforcement phase of the program. Boulder requested and received a 90-day extension to perform additional enforcement and PI&E. It is not reported what specifically was done during the extension.

Observations

Because of the delay in implementing the program and the unavailability of the University staff who were to conduct the observations, survey data was not available to the individual projects until the program activities were completed. Table CO-3 provides the observed occupant protection use rates for the three communities.

Safety belt use by drivers appears to have increased in Boulder and Lakewood. It appears that belt use in Alamosa went down. However, because of the very small number of observations taken in Alamosa during Phases I and II, these rates may be biased and may not reflect the actual use rates during the period. Usage in Boulder appears to have increased during the program and then decreased after the end of the program. Usage in Lakewood appears to have increased during the program with no decrease after the program ended. Because of the very small number of observations for passengers and children, these reported use rates may not be representative of actual safety belt use in these communities nor actually reflect belt use changes.

Table CO-3
Observations

<u>Sites</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Phase III</u>	<u>Follow-up</u>
Alamosa				
Drivers	32 %	35 %	24 %	-
Passengers	17	24	20	-
CSS*	43	36	28	-
Boulder				
Drivers	53	56	64	60
Passengers	48	46	54	54
CSS	68	48	30	48
Lakewood				
Drivers	47	51	54	56
Passengers	30	37	43	44
CSS	50	47	54	48

* Child safety seats

DISCUSSION

The community projects were to use increased enforcement and PI&E to attempt to increase the use of occupant restraint devices. An "Elmira" type program with three waves of activities, education, warning, and enforcement, was reportedly used in the sites. A repeat of these activities, according to the proposal, was to take place, but apparently did not.

All sites had PI&E activities. Most involved schools. Although some mass media coverage was reported by two of the sites, it does not appear that a large segment of the public was aware of the program.

The Community Projects appear to have increased safety belt use in two of the three communities. It is not clear from the information and data provided what may have caused the increase. The level of activity in the community programs that was generated by the individual police agencies, especially in terms of enforcement and publicizing the enforcement effort, appears to be quite low from the information and data provided. The time period allowed for the activities may have been insufficient for more to be done. Also, having only one attempt at enforcement and PI&E may not have allowed enough time for the public to perceive that a program was underway.

Statewide grant activities appeared to have been more successful. The involvement of the Colorado State Patrol, Seat Belt Network, Colorado Association of Women Highway Safety Leaders, and other statewide organizations seems to have met the statewide objectives of the Comprehensive Plan.

The Colorado Association of Women Highway Safety Leaders distributed automatic occupant protection information statewide. The Colorado Seat Belt Network formed a law enforcement task force that developed the curriculum for the Colorado Occupant Protection Enforcement Training program. Training was provided statewide. A recognition and incentive program, "Silver Buckle Award," was developed for police officers and departments. The State Patrol conducted several training workshops with CSP officers providing training to local troops and communities. However, the relationship between the 403 grant and other funds used for the Statewide activities is not clear. Because of this, it is not possible to determine that the networking results stemmed solely from the 403 grant.

CONNECTICUT

A 1984 statewide observation survey revealed that only 12 percent of motorists were using safety belts. On June 27, 1985, the Governor signed the mandatory seat belt law which took effect on January 2, 1986. On February 1, 1986, fines were imposed covering front seat occupants in private passenger motor vehicles and vanpools.

A prelaw survey in late in 1985 indicated a usage rate of 25 percent. A comprehensive seat belt law awareness program was developed and implemented. Materials were distributed to the general public by State agencies and private organizations. Senior citizens and teenagers were specifically targeted with the campaign. Post-law spot checks showed a gradual upward trend in usage rates, peaking at around 70% in mid 1986 and then declining to 59 percent by the end of the year.

Although some enforcement had taken place, the State had been emphasizing PI&E efforts. In order to maintain the current level of program activity and to maintain or increase the usage rate, the State identified the following areas for potential efforts with emphasis on enforcement related activities: community programs, statewide enforcement, police training, state level networking, and automatic protection education.

A \$94,000 grant was awarded to the Department of Transportation, Office of Highway Safety in September 1987.

PROPOSED GRANT

The primary objective of the program was to put emphasis on enforcement of the law supported by PI&E programs which emphasized enforcement. The secondary objective was to increase public information efforts in local communities, targeted at specific groups.

Community Projects

Communities were to be approached to conduct programs similar to Elmira, New York. The programs were to combine publicity, enforcement and education into several waves of concentrated activity.

Communities were to be considered only if the projects were supported by the Mayor and Chief of Police.

The community projects were to use special enforcement and public information initiatives to stimulate public support for and compliance

with the safety belt law. The State was to evaluate: special enforcement and police belt use policies; PI&E activities; and support and coordination efforts. The State also was to conduct pre- and post-project safety belt observations.

The 403 funds would supplement 402, State, local and private contributions to the effort. Funds were to be used to purchase print material (e.g., brochures and posters), Vince and Larry costumes, information packets for judges, and community usage surveys. The Vince and Larry costumes were to be loaned to high school and college theatre and drama clubs, where the students would then perform at school assemblies, local fairs, parades, and other public gatherings.

Local observation surveys were to be conducted in each of the Elmira-type programs. The survey results were to provide evaluation, feedback and motivation to the police, medical personnel, network organizations, the media and the motoring public at the community program sites.

Statewide Enforcement & Training

Innovative strategies were to be developed and implemented to enhance enforcement of the law, and through increased public awareness about the law and the enforcement strategies, better compliance with the law. Enforcement was to include both sanctions for nonuse of safety belts and police educational activities that would promote public use of belts, and administrative improvements.

Local police departments were to conduct enforcement and publicity efforts. Comprehensive public information programs were to be implemented in conjunction with the special augmented seat belt enforcement. The police agencies were to serve as the focal point for publicizing the increased enforcement efforts via press releases, press conferences, news media appearances, and materials handed out directly to motorists.

The police were to be assisted by an extensive network of organizations that make up the Seat Belt Coalition, including health and medical groups, traffic safety organizations, county safety committees and volunteers. Results of the police efforts were to be broadly publicized through as many media outlets as possible.

Approximately 10 communities were to be provided with \$2,000 - \$3,000 grants to be used for innovative methods to increase safety belt and child safety seat use. The program was to be coordinated by the Highway Safety Office in cooperation with the State Police.

Three local police training officers and one State Police training officer were to attend the TSI "Train-The-Trainers" course in enforcing seat belt and car seat laws. The officers were then to conduct three regional training sessions for local police department training officers.

Audiovisual training aids were to be reproduced and distributed. The aids were to be part of a comprehensive multimedia training program. A kit was to be developed which would include an instructor's guide providing outlines for 30-minute and one hour training sessions and include suggestions for continued emphasis of the law.

The training kits were to be distributed to all training officers throughout the State. At least one example of change in police use of safety belts and enforcement activity within an agency or department as a result of the training was to be measured and reported.

Networking

Activities were to be conducted to promote increased coordination and communication among hospital and medical organizations and related schools. Special emphasis was to be given to medical clinics, hospitals, and public health departments. The State planned to provide three mini-clinics to target networks in communities that do not have local programs in hopes of stimulating occupant protection programs. The approach was to be evaluated to determine whether or not the State would continue the effort in the future.

Automatic Protection Education

Funds were to be used to reproduce print material and to retrofit six police cars with slow-blow demonstration air bags. State and local public liaison officers were to distribute the print material and demonstrate the air bag at schools, colleges, health fairs, auto shows and other events where there would be an opportunity to educate consumers.

Additional activities were to include an educational program for automobile salespeople to enable them to pass accurate information to consumers about automatic restraints; and reproduction of 80,000 each of three NHTSA brochures, two passive restraint brochures and a child restraint brochure which has instructions for placing a child safety seat in a vehicle equipped with passive safety belts.

Proposed Budget

Table CT-1 presents the proposed budget for the grant activities.

Table CT-1
Proposed Budget

<u>Activities</u>	<u>Funds</u>
Community Projects	
Observations	\$12,000
Materials	12,400
Statewide Enforcement	
Grants	23,000
Coordination	3,400
Police Training	
TSI Training	9,200
Training Kits	6,800
Workshops	4,400
Networking	4,800
Automatic Education	
Air Bag Cars	6,000
Materials	<u>12,000</u>
Total	<u>\$94,000</u>

FINAL REPORT

The State reported having numerous problems in implementing, conducting and documenting grant activities. In October 1988, the State requested an extension to the grant through June 1989. The request was to allow for all the major components of the grant to be completed.

Community Projects

The State proposed to fund several "Elmira-type" community projects, however, only one was funded. In March 1988, the Town of Windham received an award of \$21,300 for a nine-month project. The project was to include:

- o Development and distribution of information packets to local judges
- o Development and distribution of informational brochures and posters.
- o Observational surveys conducted before and after Project efforts

In September 1988, the community informed the Office of Highway Safety that they were immediately discontinuing funding expenditures against the grant. No other information was reported on why the community withdrew from the grant.

The observational survey design and a portion of the baseline survey was completed. Five "Vince and Larry" crash dummy outfits and storage cases were distributed to the Department of Public Safety Education, and the Department of Transportation. The outfits were loaned to volunteer groups and police departments for use at fairs and other community events. The project also coordinated and provided occupant protection training for the Norwich, Putnam, and University of Connecticut Campus Police Departments.

Statewide Enforcement & Training

Four local police officers attended the TSI course in Oklahoma City and served as instructors throughout the State. An "Occupant Protection Training Course" was held in January 1989. The primary instructors for the course were three of the enforcement officials who completed the TSI Course. The NHTSA Police Training Officer's Safety Belt Law Enforcement Training package was the nucleus of the course.

As part of the course, the State Police demonstrated the PROJECT SAVE van. A variety of alcohol, drugs, and occupant protection educational programs were included. Each officer who attended the course received a training kit which included a videotape and program instructional manual. Twenty officers attended the course, including three from other States (one officer on his own personal time).

Minigrants were awarded to 14 police departments. Three grants were subsequently cancelled. One department had insufficient staff to conduct the grant and one had its police department dissolved.

PI&E materials, funded from 402, were provided to each of the police departments participating in the program to help develop a coordinated effort across the State. The following summarizes the enforcement minigrant activities. Reported changes in enforcement and safety belt use are presented in the Evaluation Section.

Coventry Police Department

Coventry had an estimated population of 9,350. The Coventry Police Department was awarded a two-month \$2,500 grant in March 1989 (\$1,209 actually spent).

- o One officer attended the State Occupant Protection Usage and Enforcement Workshop conducted in January. Because of the training, the Department applied for and received one of the enforcement minigrants.
- o Special occupant protection training was given to officers. The Department did not implement a safety belt use policy.
- o Educational information was provided to nursery school and high school driver education students.
- o Police reported they plan to continue the project activities.

Manchester Police Department

Manchester is a community located midway between New York City and Boston, with an estimated population of 51,590. A two-month project was awarded in March 1989 for \$2,500 (\$2,399 actually spent).

- o One officer attended the Train-the-Trainer course in Oklahoma City. Patrol officers completed a training course before being assigned to special safety belt patrols. The Department has a belt use policy.

- o While the grant was for increased enforcement only, the Community Relations Officer contacted every school and provided information regarding safety belt usage.
- o Overtime safety belt patrols totalled 106 hours.
- o Police indicated they would continue an emphasis on safety belt law enforcement.

Town of Middlebury

Middlebury had an estimated population of 6,310. A nine-month project was awarded in March 1988 for \$2,300.

- o For the kickoff, the State Police and the Middlebury Police Department coordinated a statewide "Project Stamp" etching auto theft program. While motorists waited in their automobiles to have their windows etched, safety belt and child restraint use was discussed. Each vehicle occupant was given an "It's The Law" pamphlet and bumper sticker, a "Buckle Up" Weeble, a "Police Care About Your Safety - Buckle Up" notice, and a PROJECT SAFE automobile plastic litter bag.
- o News releases were issued on the project, noting that warnings were being issued for violations of the safety belt law.
- o From June through December, 1988, concentrated safety belt law enforcement and law enforcement educational efforts were conducted.
- o Approximately 130 hours of manpower were dedicated to enforcement efforts.

North Haven Police Department

North Haven had an estimated population of 22,530. A two-month grant was approved for \$2,500 in March 1989 (\$2,134 actually spent).

- o Line officers received training on enforcement of the safety belt law and on the value of all occupant restraints. A Departmental belt use policy was planned.
- o Officers distributed child restraint and safety belt educational pamphlets and a news release on the project to approximately 350 shoppers at several shopping centers.
- o Overtime duty was performed by 13 officers who enforced the occupant restraint laws at peak hours in high traffic areas.

- o The project received headline coverage when one safety belt special enforcement officer's stops led to a drug arrest.

Norwich Police Department

Norwich had an estimated population of 38,440. A two-month project was awarded in March 1989 and incurred expenditures of \$4,776.

- o Supervisors and officers of the Patrol Division received one-half hour of training. Department had a usage policy in effect prior to the project.
- o Police Chief assigned an additional officer to the occupant restraint enforcement team.
- o Television and print public awareness campaigns were completed.

Plainfield Police Department

Plainfield is a rural community located in the Eastern part of the State. It had an estimated population of 13,350. A nine-month project was awarded in April 1989 for \$2,300. A four-month extension was later approved and the grant increased to \$4,000.

- o Training was provided to 15 members of the department concerning the law and enforcement of the law. All other officers were given the opportunity to view an occupant protection video. After completion of the initial indoctrination, two officers were given public speaking duties to inform the public of the increased enforcement efforts.
- o Media contacts were made to increase public awareness.

Putnam Police Department

Putnam had an estimated population of 8,920. In September 1988 a \$2,300 grant was awarded (\$923 actually spent).

No Project activities were reported by the State.

Stratford Police Department

The town of Stratford had an estimated population of 50,680. A 14-month project was awarded in March 1988 for \$2,300.

- o One officer attended the TSI Law Enforcement Training Seminar in Oklahoma City. Officers were provided seat belt enforcement training.

- o Overtime safety belt enforcement patrols tallied 95 hours.

Stafford Springs Police Department

A nine-month grant for \$2,300 was awarded in March 1988. Due to the dissolving of the Stafford Springs Police Department in July 1988, the grant was cancelled.

University of Connecticut Police Department

The University's Police Department was awarded a \$2,320 grant in March 1988 for a 12-month project. The grant was increased to \$2,338 in July 1988.

- o Police spent 150 man-hours on both educational and enforcement activities. No other information was provided.

Wallingford Police Department

Wallingford had an estimated population of 40,580. A \$2,500 grant was awarded in April 1989 for a one-month project (\$2,374 actually spent).

- o One officer attended the CT Occupant Protection Usage and Enforcement Workshop conducted in January. Because of the training, the Department applied for and received one of the enforcement minigrants.
- o In-service training was provided to 60 officers. Department indicated they plan to issue a seat belt usage policy.
- o Approximately 120 hours of special enforcement was conducted.
- o Information was provided to 50 driver education students.
- o During Family Fest, 500 people received project information.
- o Press statement was issued during "Buckle Up America" week.
- o Department anticipated that emphasis on occupant protection would continue as a priority.

Town of Waterford

Waterford is located in New London County. The Town had an estimated population of 18,880. Waterford was awarded a 14-month project in March 1988 for \$3,900 (\$3,027 actually spent).

- o Deputy Chief attended the TSI instructor training course in Oklahoma City. Before field implementation, officers completed training.
- o Approximately 145 hours of occupant restraint enforcement were charged against this project and an additional 26 hours were dedicated to educational activities.
- o A safety belt use policy was approved before the end of the project.

West Hartford Police Department

The Town of West Hartford was awarded a two-month \$2,300 grant on January 15, 1989. The project was terminated in May 1989.

- o No enhanced enforcement took place.
- o An officer was one of the training officers who completed the Law Enforcement Training in Oklahoma at TSI. He served as a primary instructor at the State's training seminar.

Town of Windham

The Town of Windham was awarded a \$1,300 "special enforcement" grant on May 31, 1988. At the time, a Model Highway Safety Community Project was ongoing. Subsequently, the amount was increased to \$3,900 to conduct a massive educational and enforcement blitz.

At the Town's request, the Model Community project was cancelled. It was reported that a special safety belt enforcement activity was conducted but documentation was never received by the State. The Project was cancelled in July 1989.

Networking

The State Level Networking component was to be completed through the Town of Windham's Coordination Segment grant. This was not accomplished. The State did conduct networking through Section 402 funds.

Automatic Protection Education

On October 1988 the "Convincer Air Bag Demonstration Program" was initiated. Three convincers and one of the vehicles used to tow them were retrofitted with air bags. In addition, a van used for mobile safety education and one other vehicle were retrofitted.

Demonstrations were conducted at fairs and other events. Some problems were experienced with the units and it was reported that the State was working with the vendor to correct the problems.

Two automatic restraint and air bag informational pamphlets were printed and distributed by the Office of Highway Safety. One pamphlet was printed but was found to be unacceptable due to printing errors and extremely low quality paper. The vendor was contacted and the pamphlet was reprinted.

The video, "The Winning Combination", which addresses safety belt use as well as automatic and air bag systems, was reproduced (10 copies). Copies are being made available through model traffic safety communities and to the three primary police training instructors.

EVALUATION

The State reported numerous problems in implementing, conducting and documenting grant activities. The grant was extended for nine months to allow all the major components of the grant to be completed. It is not clear whether all activities were completed as information and data are not available for several of the proposed activities.

Enforcement

Table CT-2 presents the results of the statewide enforcement minigrants. The projects were conducted in 1988 and 1989. Enforcement data was reported for about half of the sites. For those police departments who provided data, most substantially increased the number of citations issued.

Table CT-2
Enforcement Results - Warnings/Citations

	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989 (5 months)</u>
Coventry	143/*	78/	50/	195/115
North Haven	12/25	10/25	6/35	87/100
Norwich	36/55	35/90	568/28	605/30
Plainfield		5/	3/	(1st 6 months) 109/381 (2nd 6 months)
Stratford	6/	42/	204/	436/150
Univ of CT				18/29
Waterford			217/11	

* Not reported

Observations

Table CT-3 presents safety belt use rates for the Statewide Enforcement Component minigrants. For the 12 sites with observation data, seven showed increased belt use rates, three had no change relative to the small increase in usage statewide, and two had decreases in the percent of drivers using safety belts. One of the two sites which experienced a decrease in belt use was one of the

communities which did not conduct enforcement and had the project terminated.

The State reports that in the communities which reported better media coverage of the grant and enforcement, the usage increase was greatest.

Table CT-3
Observations

	<u>Pre</u>	<u>Post</u>	<u>Follow-up</u>	<u>Percent Change</u>
Statewide *	45%		47%	2%
Coventry	48		58	10%
Manchester	42	48%	48	6%
Middlebury	43	46	45	2%
North Haven	32		48	16%
Norwich	53		61	8%
Plainfield	39	43	35	(-4%)
Putnam	28		38	10%
Stratford	30		54	24%
University of CT	39	42		3%
Wallingford	36		39	3%
Waterford	42	54		12%
West Hartford	53		43	(-10%)

* Local roads only

DISCUSSION

The State reported numerous problems in implementing, conducting and documenting grant activities. This is reflected in several of the proposed grant activities not being done, and in some cases, lack of documentation as to just what happened.

The reported main objective of the program was to emphasize enforcement of the safety belt law. The secondary objective was to increase public information efforts in local communities, targeted at specific groups.

The community projects were to use special enforcement and public information initiatives. The programs were to combine publicity, enforcement and education into several waves or concentrated activity. The State was to evaluate the projects including: special enforcement and police belt use policies; PI&E activities; support and coordination efforts; and pre- and post-project safety belt observations. Only one community project was funded, and it requested to end the grant before any enforcement could be conducted. No information is provided on why the community did not wish to continue with the grant.

The Statewide Enforcement & Training Component was to include local police departments conducting enforcement and publicity efforts. Approximately 10 communities were to be provided with \$2,000 - \$3,000 grants to be used for innovative methods to increase safety belt and child safety seat use.

Fourteen enforcement minigrants were awarded to local police departments. Three of the sites subsequently asked to be dropped. Observational data was provided for 12 of the sites, while citation data was only provided for seven of the sites. Ten of the sites reported an increase in belt use, but three of these increases were no more than the increase which occurred statewide. Two of the sites had decreases in belt use, one of which did not conduct an enforcement effort. For those sites which reported enforcement data, most substantially increased the number of citations and warnings issued during their project time periods. The State reported that the sites which had the better PI&E along with enforcement had the greatest increases in belt use.

Police Training appeared to be the most successful of the proposed grant activities. Four officers were trained at the TSI "Train-The-Trainers" course in enforcing seat belt and car seat laws. The officers then conducted a statewide training session for local police department training officers. A follow-up survey of the statewide

training session participants found that in the year following the training 27 classes were taught, and at least one officer used the occupant protection information in other courses he teaches.

The proposed occupant protection training kit was not developed. The NHTSA occupant protection instructor workshop participant's manual was made available to police departments. Officers who completed the course were provided a videotape of the workshop practice teaching session for their use.

The State Level Networking component was to be completed through the Town of Windham's Coordination Segment grant. This was not accomplished. The State reported that networking was done through Section 402 funds.

The Automatic Protection Education component included three convincers and three vehicles being retrofitted with air bags, including a van used for mobile safety education. Demonstrations were conducted at fairs and other events.

Additional activities were to include an educational program for automobile salespeople to enable them to pass accurate information to consumers. No specific education program was initiated. Representatives from automobile dealerships were instructed to contact the Office of Highway Safety for a supply of educational materials.

Two automatic restraint and air bag informational pamphlets were printed and distributed. A video which addresses safety belt use as well as automatic and air bag systems was reproduced and distributed to the model traffic safety communities and to the three primary police training instructors.

HAWAII

The observed belt use in 1984 was 18 percent. When the mandatory seat belt use law took effect on December 16, 1985, the use rate for front seat occupants climbed from 33 to 73 percent. However, after 6 months, the rate had dropped to 67 percent and then to 64 percent after 18 months. The State felt that there were three problems associated with the usage rate: it was too low, it tended to decrease over time unless the law was strictly enforced or unless some other effective motivational tactic was employed, and occupants who had the greatest need for using belts tended not to use them.

The law included a requirement that the Department of Transportation (DOT) and the police departments conduct a 45 day public information program to inform the public of the law. The Public Information & Education (PI&E) requirement was accompanied by police authority to issue verbal warnings to nonusers during the 45 day period. The law allows primary enforcement; that is, a motorist can be stopped for an occupant protection violation.

Although some enforcement did take place during the introductory program, PI&E was emphasized. The above noted drop in seat belt use suggested to the State that the effectiveness of the PI&E alone had peaked, and increased enforcement was now necessary. The proposed grant would be designed to implement seat belt enforcement efforts that were generally missing during the previous two years.

An \$84,108 grant was awarded to the Department of Transportation, Motor Vehicle Safety Office in August 1987.

PROPOSED GRANT

The Motor Vehicle Safety Office (MVS0) proposed a 17 month project to increase safety belt use by the motoring public. The project would emphasize enforcement, notify the public of the augmented enforcement and present the benefits of belt use. A secondary objective was to increase the PI&E effort in local communities. Statewide occupant protection use surveys were to provide feedback and motivation to those involved with safety belt use promotion.

Community Projects

Because of the State's geography, seven islands divided into four counties, there is no State police or highway patrol to enforce traffic laws on State highways. All traffic enforcement is conducted by four county-wide police departments.

Individual grants were to be awarded to the four county police departments -- Honolulu, Hawaii, Maui and Kauai. The Departments were to conduct "Elmira" type programs with innovative enforcement and PI&E initiatives to stimulate public support for and compliance with the safety belt law. Funding was to be in proportion to the number of licensed drivers in the counties. The innovative enforcement would include sanctions for nonuse of safety belts and police educational activities that would promote the use of belts.

Funds were to be used to pay for police overtime for officers involved in the concentrated belt law enforcement campaigns. Augmented enforcement in the State is done only on an overtime basis as it is the only means available under the legislative constraints that regulate the use of funds flowing into the police departments. However, the State felt that the overtime would provide a high level of motivation for officers to implement the safety belt knowledge that they acquire, and the accumulation of enforcement experience should be helpful in improving belt law enforcement during regular duty hours. An average of four motorist contacts per hour for each assigned traffic officer was the goal. The enforcement was to be spread over the grant period as much as possible.

Enforcement levels were to be reported monthly, and quarterly analyses would then be done to correlate enforcement levels with belt use rates. Enforcement data to be collected included: date and district in which enforcement took place, names of officers, time periods worked, total hours worked on that day, number of seat belt law violation contacts made, and number of other citations and arrests made.

Local police officers were to be trained in occupant protection use and enforcement of the law. The project proposed to send five officers to the Traffic Safety Institute in Oklahoma City to be trained as occupant protection education trainers. These officers would then train the officers who were to conduct the enhanced enforcement. Audiovisual training aids were to be reproduced and distributed for use in the training. The materials were to be evaluated by documenting one or more examples of changes in police use of belts and enforcement activity within one of the county departments.

Comprehensive PI&E was proposed to be implemented in conjunction with the special seat belt enforcement. The objective was to continue and, if possible, increase the involvement of the whole community in the efforts. Advance notice of the periodic special enforcement was planned, and newspapers, radio, and TV stations would be asked to get

involved. Local businesses would be provided occupant protection promotional and educational information to distribute prior to and during the periods of enforcement.

The police agencies would be the focal point for publicizing the increased enforcement via activities such as press releases, press conferences, media appearances, and handout materials to motorists. They would work with, and be assisted by, the extensive network of organizations that make up the Coalition for Safety Belt Use, including health and medical groups, American Automobile Association, DOT, State and county safety councils and volunteers. The increased enforcement, use rates and changes in traffic deaths and injuries were to be publicized broadly at the State and local levels through as many media outlets as possible.

The University of Hawaii had been conducting two statewide surveys per year under 402 funding. An additional observation survey was proposed to be conducted for the grant. Results from the safety belt observations were to be used to evaluate grant activities. In addition, the usage rates would provide feedback and motivation to the police, medical personnel, network organizations, news media and the motoring public in the community projects.

Networking

It was reported that the State had a rather well developed community network system stemming from child safety seat projects. The system reached its peak in 1984-1985, but many parts of the system continued after the passage of both the child restraint law and the mandatory safety belt law. The project would attempt to develop more extensive networks and to enhance the existing ones to support programs in the four counties. Training workshops and conferences were to be conducted and materials distributed.

Automatic Protection Education

PI&E on automatic occupant protection devices was to be distributed to the public. In addition, the project would work with the president of the local dealers association to educate dealer employees and provide materials for distribution to customers. Funds also were to be used for the part-time salary of a coordinator.

Proposed Budget

The proposed budget for the grant is presented in Table HI-1.

Table HI-1
Proposed Budget

<u>Activities</u>	<u>403 Funds</u>
Community Programs	
Enforcement	\$51,200
Surveys	9,108
Police Training	13,592
Networking	3,208
Automatics Education	
Personnel	3,000
Printing	4,000
Total	<u>\$84,108</u>

FINAL REPORT

The project was designed to emphasize enforcement complemented with PI&E programs. The programs were to notify the public of augmented enforcement and present some of the benefits of belt use. A secondary objective of the project was to increase the amount of public information efforts in the various communities.

A three-month extension (to March 31, 1989) was provided to the State to allow the County Projects to finish. No additional funds were requested.

Community Projects

Individual grants were awarded to the four county police departments -- Honolulu, Hawaii, Maui and Kauai. Each county conducted programs with innovative enforcement and PI&E initiatives to stimulate public support for and compliance with the safety belt law. The police departments were funded in proportion to the number of licensed drivers in their jurisdiction: Oahu (Honolulu) - 74 percent; Hawaii - 11.5 percent; Maui - 9.5 percent; and Kauai - 5.0 percent.

Officers from each department attended the instructor training course at the Transportation Safety Institute in Oklahoma City. Officers from Honolulu, Hawaii, and Kauai attended the training in March 1988, while the officer from Maui attended the August 1988 session. The officers then trained others from their respective departments to familiarize them with the value of seat belt use for themselves and to motivate them to enthusiastically enforce the law.

Table HI-2 presents the number of officers who received training. It was reported that Oahu (Honolulu) and Hawaii had completed officer training by October 1988, while Maui and Kauai were to finish by the end of the year. The officers received eight hours of training, but it was not reported how the training was scheduled. The training program was considered successful by the State as the number of citations issued increased 29% over the previous high for the State.

Table HI-2
Number of Officers Trained

<u>Department</u>	<u>Officers Trained</u>	<u>Civilians Trained</u>	<u>Total</u>
Honolulu	1,500	0	1,500
Hawaii	296	623	919
Maui	104	0	104
Kauai	<u>58</u>	<u>0</u>	<u>58</u>
	1,958	623	2,581

Special enforcement was reported to have been implemented in all four counties. The original plan was to have the enforcement and education efforts implemented immediately after the October 1987 observational survey. Due to the fact that other police activities were given higher priority, the enforcement did not take place as anticipated. Instead of having an increase in enforcement during the months of November through January, there was a 50 percent decrease. The State reported that there appeared to be two reasons for the drop: (1) government administrators in Honolulu put emphasis on maintaining traffic movement so that traffic jams during rush-hour periods would be minimized, and (2) the other island police departments were concentrating on DUI enforcement during this period.

Following a meeting with the four county police chiefs in January 1988, it was agreed that the enforcement blitz would begin in February and continue through June. It is not clear from the Final Report when the enhanced enforcement started for each community. Apparently, Maui, Kauai, and Oahu (Honolulu) were conducting the program in the July - September time period, while the island of Hawaii had not yet started.

It is difficult to determine from the information presented in the final report whether the different counties of Hawaii actually conducted a "blitz" program. There was special enforcement, but whether it was done as a blitz is not reported and the data presented (see Evaluation Section) do not clearly show what was done or when.

The police departments were given detailed maps showing observational survey results by site location so that they could better direct enforcement efforts at the areas with the lowest use rates. It is not clear whether the Departments used the maps.

In conjunction with the enhanced enforcement activities, the departments were supposed to implement safety belt PI&E efforts. The Final Report states that all the counties reported to have done this and that three of the counties documented their efforts, but Maui did not. The departments accomplished this task in different ways. For example, safety belt information was inserted into other traffic safety PI&E, and there were special news releases describing grant activities. Press releases were issued after each safety belt survey.

It was reported that Hawaii County did an exemplary job in that it not only produced frequent releases but also contracted with a promotional expert. However, from the Final Report, it appears that the PI&E from the promotional expert was not initiated until January 1989. The Final Report only presented samples of the effort, and then only copies of weekly news releases which covered all traffic enforcement activities for the week, and a yearly summary.

Networking

The networking efforts of the project consisted primarily of project staff meeting with personnel from local agencies and other parts of the existing network. Topics discussed at meetings included: coordinating publicity of local safety belt enforcement efforts, organization of promotional displays at special events, and other activities for the general public. Results from each observational survey also were shared with individuals and agencies in the network system.

Contacts were expanded throughout the State and communities. Examples of contacts made by two groups, Seat Belt/Alcohol Coordination Project and Coalition For Safety Belt Use, are:

- o Community Agencies - fire and police departments, Departments of Education and Health, preschools, libraries, Offices of Aging and County Safety, 4-H, Chamber of Commerce, Hospitals, Healthy Mothers - Healthy Babies Coalition, and School Health.
- o Civic Clubs - Kiwanis, Lions, MADD and SADD, Jaycees, Rotary, Traffic Safety Council, and Boy Scouts.
- o Business - car dealers, insurance agents, hotels, shopping centers, fast food outlets, banks, and credit unions.
- o Media - radio stations, TV stations, and newspapers.
- o Associations - American Automobile Association, Motor Vehicles Manufacturers Association, Hawaii Transportation Association, Healthcare Association of Hawaii, and Traffic Safety Now.

Besides the police departments, these agencies produced and distributed PI&E materials and were involved in numerous PI&E activities. Examples given were the American Automobile Association putting together a highway safety room at the Annual Auto Show, which was attended by over a million people, and providing traffic safety displays at fairs, shopping centers and social events.

Automatic Protection Education

A mailing list for the distribution of public information was developed. Brochures were distributed to automobile parts stores, to automobile dealers via their State association, and to the general public when requested for information.

The plan called for printing a NHTSA brochure, but due to the slow movement of the first handout, the printing was not done. Also

proposed was an educational video to be used by salespeople in new car showrooms. Manufacturers were asked to provide samples of materials that were already developed. Only three responded and the materials provided were judged not to be useful, so the effort was cancelled.

The majority of the materials produced by the Hawaii County promotional specialist included information about automatic restraint systems. Other agencies within the network also did promotional work and included such information in their safety belt presentations.

EVALUATION

Enforcement

Table HI-3 presents average monthly safety belt citation rates for 1986 - 1988. The rates increased substantially during the grant period for all counties except Kauai.

Table HI-3
Average Monthly Safety Belt Citations by Year

	<u>Oahu</u>	<u>Hawaii</u>	<u>Maui</u>	<u>Kauai</u>	<u>State</u>
1986	1029	118	119	118	1384
1987	1265	322	350	112	2049
1988	1555	604	366	123	2648

Table HI-4 presents the monthly average safety belt citations by quarter for the same three year period.

Table HI-4
Average Monthly Seat Belt Citations by Quarter

<u>Period</u>	<u>Oahu</u>	<u>Hawaii</u>	<u>Maui</u>	<u>Kauai</u>	<u>State</u>
1986					
Jan-Mar	615	138	26	12	791
Apr-Jun	978	27	31	173	1210
Jul-Sep	1124	119	123	280	1645
Oct-Dec	1398	187	297	7	1890
1987					
Jan-Mar	1965	223	286	25	2498
Apr-Jun	1343	237	273	144	1997
Jul-Sep*	1247	462	328	181	2218
Oct-Dec*	506	364	514	99	1483
1988					
Jan-Mar*	1251	793	232	152	2428
Apr-Jun*	1727	728	734	128	3317
Jul-Sep*	1955	436	205	107	2703
Oct-Dec*	1287	460	293	103	2144

* Project period

The highest quarter of enforcement for Oahu during the project was July - September, but even this quarter monthly average was less than the January - March 1987 period which was prior to the grant. And

the lowest enforcement period during the three years was for October - December 1987 which was during the grant.

The highest quarter of enforcement for the county of Hawaii during the project was January - March, closely followed by April - June, when the increased enforcement was to take place. These two quarters were, by far, the highest during the three year period for which data was reported.

The highest quarter of enforcement for Maui during the project was April - June, when it was supposed to occur, but the second highest was October - December, during the first part of the project. The April - June figure is somewhat misleading. The vast majority of these citations were issued in May by the police recruit class which was assigned to belt enforcement and not by regular patrol officers.

The highest quarter of enforcement for Kauai during the project was January - March. However, the highest rate was in July - September 1986 prior to the grant, and the second highest was July - September 1987 during the first part of the project but prior to when the special enforcement was to take place.

The State figures are strongly influenced by the Oahu (Honolulu) Police Department, as the vast majority of citations were issued by them. State enforcement averages increased through 1986, peaked in the first part of 1987 and then generally decreased throughout the year (during the first part of the grant period), increased again in the first part of 1988, peaked in the Spring (when the special enforcement was to take place) and then decreased throughout the rest of the year. Overall citation rates during the project appear to be higher than prior to the grant.

One objective of the enforcement effort was to have four citations per enforcement hour, or one citation for every 15 minutes of enforcement. This goal was met in Oahu and almost met in Kauai. The average for each island and the State are presented in Table HI-5.

Table HI-5
Citations per Enforcement Hour

<u>Site</u>	<u>Rate</u>
Oahu	4.2
Hawaii	1.0
Maui	2.2
Kauai	3.7
State	3.3

Oahu was the only county to meet the goal, 4.2 citations per enforcement hour. The other islands ranged from 3.7 citations per enforcement hour for Kauai down to 1.0 citation per enforcement hour for the County of Hawaii. During the overtime enforcement, police averaged 1 citation for every 20 minutes of enforcement.

Observations

Three statewide observational surveys were completed during the project, with one funded by the grant. A fourth was conducted just after the completion of the project. The same design was used for all surveys.

Observations were for front seat outboard occupants in vehicles covered by the law (vehicles with three point systems). Observations were made by two-man teams consisting of an observer and a recorder. Observations were recorded for 40 minutes at each site. Teams were monitored to ensure they were in the correct locations, observing only designated vehicles and recording data properly. Approximately 35,000 observations were recorded per survey.

The observational sites on each island include a mix of high and low volume roads. On the islands of Maui, Kauai and Hawaii the sites were picked randomly from a listing of roadways. For Oahu, the island was divided into 14 districts and random sites were selected in proportion to the population.

Table HI-6 presents the results of the safety belt observations.

Table H-6
Observations

<u>Date</u>	<u>Oahu</u>	<u>Hawaii</u>	<u>Maui</u>	<u>Kauai</u>	<u>State</u>
January 1987	70%	63%	55%	66%	66%
June 1987	71	59	45	67	64
October 1987*	71	55	44	65	64
January 1988*	72	70	50	65	67
June 1988*	73	66	59	69	69
January 1989	73	77	65	69	72

* Project was conducted from August 1987 - December 1988

It appears that safety belt use increased for two of the counties, Hawaii and Maui, while there was very little change in the other two.

DISCUSSION

The four community (county) programs run in the State of Hawaii appear to have increased safety belt use by the motoring public in two of the counties, with no substantial increases in the other two. However, it can not be determined from the data contained in the Final Report how much of a role the grant played in the increases.

Officers from each county project were sent to TSI in Oklahoma City and trained as occupant protection education trainers. These officers then trained local officers who were to be involved in the special enforcement. Audiovisual training aids were to be reproduced and distributed for use in the training. It was not reported if this happened.

The overtime for the special enforcement was paid by the grant. Although it was reported that enforcement was conducted, it is not clear when the enforcement took place, or what enforcement strategies were used by the police officers. The Final Report states that the overtime was justified. However, from the data provided, the overtime justification is questionable. There was no data on when citations were given, during overtime or during normal duty hours. There was no data provided on the officers being motivated from the belt enforcement overtime to enforce the occupant protection laws during regular duty.

The State reported a very active network of advocates of occupant protection, and the network appeared to have had a large role in providing PI&E to the Islands. There also appears to be some amount of PI&E activity funded by 402 funds. It is not possible to determine what role the grant PI&E played in increasing belt use during the project period as there was little data provided on the PI&E activities funded by the grant.

The project was to develop more extensive networks and to enhance the existing ones to support programs in the four counties. Training workshops and conferences were to be conducted and materials distributed. The grant appears to have met these objectives. Contacts were expanded throughout the State and communities through a variety of community agencies, civic clubs, business, media, and associations.

PI&E on automatic occupant protection devices was distributed to the public and special groups such as automobile dealers. The majority of the materials produced by the Hawaii county promotional specialist included information about automatic restraint systems. Other agencies within the network also did promotional work and included

such information in their seat belt presentations. Another objective was to have salesmen provide materials for distribution to customers. It was not clear from the reports that this was accomplished. In addition, funds were to be used for the part-time salary of a coordinator. It is not clear if such a person was used in the grant.

It is difficult to determine what components of the grant program, if any, caused the increase in belt use. There does not appear to be a strong relationship between the level of enforcement, as measured by number of citations issued and safety belt use, either previous to the grant or during the grant. For example, during the last six months of the grant, the belt use rate on the islands of Hawaii and Maui increased significantly while the number of citations issued dropped over 40 percent from the number issued in the previous six months of the grant. The belt use rate on the island of Oahu did not change during this period, while the enforcement continued to increase. In fact, belt use on Oahu did not significantly change during the project while the enforcement doubled.

Belt use by the public in the State of Hawaii is very high compared to other states. It is not clear from the documentation of the project why there is such a high rate of usage or why the usage appears to be increasing.

ILLINOIS

In 1985, there were about 1,150 occupants of motor vehicles killed and 180,800 injured in the State. The State projected that a safety belt use law would significantly reduce these deaths and injuries. On July 1, 1985 the Seat Belt Law became effective. Prior to this date only about 14 percent of drivers were using safety belts, and by 1987, though use had increased, the percent of occupants using safety restraints was only about 36 percent, much lower than many of the States with safety belt use laws.

The law requires that front seat occupants of motor vehicles use the safety belts that are provided in vehicles. Initially, the bill made noncompliance a primary violation. However, failure to wear seat belts was relegated to a secondary offense and a violation could be cited only in association with a primary traffic offense (Note - the law was amended to provide only for secondary enforcement in January 1988). The State reported that enforcement of the law was not a high priority with police agencies and requested assistance to improve the situation.

Two grants were awarded to the Department of Transportation, Division of Traffic Safety in August 1987. One was a \$199,722 grant to establish three concentrated enforcement and PI&E community programs. The second grant for \$176,000 was for statewide programs.

PROPOSED ENFORCEMENT GRANT

The Division of Traffic Safety (DTS) proposed a 13-month project to experimentally evaluate the effectiveness of incentives alone, enforcement alone, and a combination of incentives and enforcement upon the use of seat belts by drivers in selected cities. The project would supplement an on-going 402 Comprehensive Community Occupant Protection Project to conduct a similar program.

Community Projects

On April 1, 1987, the Department of Transportation (DOT) had approved a local highway safety 402 project with the University of Illinois to conduct an evaluation of the effects of publicity, incentives, and increased enforcement of the safety belt law on safety belt use. A minimum of three target cities were to be selected which would conduct "Elmira" type enforcement programs. Educational, incentive, and enforcement campaigns would be alternated throughout the project period in an effort to maintain an increased level of safety belt usage in each of the three communities.

As a comparison for the target cities, three control cities would be selected that would not receive any additional enforcement, incentives or publicity. Negotiations were to be held with eight cities to identify three target cities and three control cities that would participate in the program.

Special training courses would be provided to the officers taking part in the program. The courses would be conducted by representatives who had taken the TSI police training course in Oklahoma City. Local prosecutors and judiciary were to be briefed on the advantages of using occupant restraints and given details of the program.

The enforcement program was to take place over a four-week period. The police agency in each of the target cities would be given adequate funds to set up special seat belt enforcement teams to conduct the enforcement phase of the projects. This might include the establishment of a special full-time safety belt unit or the use of overtime officers to achieve increased levels of enforcement.

Once a baseline observational survey was done, the cities were to begin a PI&E campaign focusing on the importance of using safety belts and the safety belt law. The media campaign was to last approximately four weeks and would be accomplished through radio spots, newspaper articles and radio and television PSAs.

Following the PI&E campaign, radio announcements would be made stating that incentives will be given to drivers for wearing safety belts if they are noted by project observers. The incentives would be items donated by local merchants and organizations. Project observers were to distribute the various incentive prizes during a two-week period at the rate of approximately 150 prizes per day to drivers and front seat passengers wearing safety belts. Following the incentive program, an additional media campaign was to be conducted to announce stepped-up enforcement of the safety belt law.

PSAs developed by the State DOT, Coalition for Safety Belt Use, NHTSA and other organizations would be made available to each of the three target cities. This would include Vince and Larry television PSAs and radio scripts which have been distributed by NHTSA and the Ad Council.

Each of the target cities would be encouraged to conduct periodic press conferences during which members of law enforcement, emergency medical services, and education communities as well as city officials would be encouraged to participate in the program. Periodic contacts were to be made by project personnel with members of the media to encourage them to continue to participate in the program.

Observational surveys were to be conducted in each of the cities prior to program activities and immediately following enforcement.

Proposed Budget

The proposed budget for the project is presented in Table IL-1.

Table IL-1
Proposed Budget

<u>Activities</u>	<u>Funds</u>
Project Coordination	
Project Coordinator	22,000
Travel	1,377
Office Supplies & Postage	1,000
Indirect Costs (15%)	7,069
Enforcement	
Police Overtime	10,080
Part-Time Police Supervisor	5,000
Survey Costs (8 surveys)	5,568
PI&E	
Incentives Distribution	4,480
Educational Materials	<u>10,000</u>
Site Total	\$66,574
for 3 Sites	\$199,722

Grant Modification

The State was unable to initiate the 403 enforcement grant as proposed. Only one community of the 402 "Elmira" project included enhanced enforcement which met the requirements of the grant. The State had repeatedly attempted to solicit local law enforcement agencies for the project. Over 50 agencies declined to be part of the project. Subsequently, the State requested and received a modification to the grant. Using the results of the 402 Elmira Project, the State proposed to use the remaining 403 funds in three new enforcement projects. The grant period subsequently was extended to December 31, 1989.

It appears that four different projects received at least some 403 funding. For purposes of this report, the four projects will be called (1) 402 Elmira Project, (2) 403 Elmira Project, (3) Specialized Traffic Education and Enforcement Program (STEEP), and (4) 403 Elmira Project #2. A summary of the allocation of 403 funds as reported by the State for these projects is presented in Table IL-2.

Table IL-2
Allocation of 403 Enforcement Grant Funds

402 Elmira Project	\$ 60,990
403 Elmira Project	96,054
STEEP	10,827
403 Elmira Project #2	<u>26,966</u>
Total	\$194,837

402 Elmira Project Overview

The 402 Elmira Project was identical to the original 403 grant proposal as reviewed earlier.

The 403 budget for the project is shown in Table IL-3. A small amount of 402 funds (\$7,867) also was used for personnel costs.

Table IL-3
Budget - 402 Elmira Project

Personnel	\$13,180
Printing	7,000
Misc.	2,835
Subcontract	<u>37,975</u>
Total	\$60,990

Proposed 403 Elmira Project

This enforcement project was proposed by the State to look at increased enforcement for an extended time period in at least three communities. The project was to run between February and December 1989. No PI&E was to be used except for notifying the public that safety belt enforcement was to be conducted. Publicity was to end when the four months of enforcement began. Observations were to be conducted throughout the project.

Each police officer who was to be part of the enforcement effort was to receive training regarding enforcement of the occupant restraint legislation. An instructor trained by the DOT was to provide the training prior to the initiation of the overtime enforcement.

The PI&E was to be initiated two weeks prior to the enforcement. This was to include flyers sent to all newspapers, radio stations and television stations. Brief informational notes were to be included in paychecks of a number of larger companies in some target cities. Windshield stickers for cars also were to be used.

Not less than 30 hours nor more than 40 hours of additional enforcement was to be devoted to the seat belt law per week by each police agency. This was to be accomplished, if possible, by increasing radar speed control. Each police agency was to provide certain traffic citations, including seat belt violations for the prior three years.

Drivers in each of the communities were to be surveyed to determine their understanding of the seat belt legislation, attitudes toward the legislation, and knowledge about the special enforcement. If they were aware of the special enforcement, the survey was to determine whether this had affected their use of safety belts.

The State proposed to use \$96,054 for the Project, which included the requirement for special statewide belt surveys.

Proposed Specialized Traffic Education and Enforcement Project

A Specialized Traffic Education and Enforcement Program (STEEP) was proposed by the State for the Lincolnshire Police Department. The town is located 30 miles north of Chicago and had an estimated population of 5,000, with an estimated daytime population of over 15,000. Two state highways run through the Village. The Department had 15 sworn officers and seven marked vehicles.

The Department had run a STEEP pilot program concentrating on reducing alcohol-related crashes in 1987-1988. The current STEEP was to concentrate on occupant protection with two enforcement blitzes and related PI&E being conducted. Three observational surveys were to be done - April 1989, June 1989, and March 1990.

The objectives of the project were to:

- o Increase belt use to 70 percent;
- o Increase enforcement contacts;
- o Develop PI&E to include alcohol and drug prevention, DWI, and CSS use;
- o Train all officers in the enforcement of the occupant protection laws;
- o Provide weekly press releases listing the number of occupant restraint contacts made;
- o Establish a CSS loaner program;

- o Conduct three observational surveys.

The proposed budget for the Project is presented in Table IL-4.

Table IL-4
Proposed STEEP Budget

<u>Activities</u>	<u>402</u>	<u>Funds</u>	<u>403</u>
Personal Services	\$68,366		\$10,827
Travel	723		
Printing	2,400		16,000
Commodities	500		
Equipment	1,500		
Other	<u>4,725</u>		
Total	\$ 78,214		\$26,827

The majority of the budget involved 402 funds. The 403 dollars were to come from two different grants. The \$10,827 for personal services was from the enforcement grant and the \$16,000 was from the 403 Statewide programs grant.

Proposed 403 Elmira Project #2

The State proposed to award several small grants to local police agencies to conduct "Elmira" type enforcement. Agencies were to be provided \$7,000 - \$10,000 for enforcement of the occupant protection laws. The Projects were to run between May and December 1989, with the Final Report due February 1990.

The following activities were to be conducted:

- o There would be at least two waves of PI&E and enforcement, each wave to have 3 phases - PI&E, PI&E and warnings, and PI&E and citations. The PI&E was to address the existence of laws, benefits of occupant protection, and Project progress.
- o Each site was to establish media contacts. The contacts were to be given press releases, scripts and Project information.
- o Materials were to be developed locally or provided by DTS for press conferences, officer use, and community education. DTS would provide informational posters, PSAs and scripts.
- o DTS managers were to be available to assist with the development and conduct of the Projects.

- o Police instructors were to be trained by the DTS. The instructors would then provide in-house training to officers.
- o The Projects were to be coordinated with local state's attorney and municipal judges to inform them of the intent of Projects and need for their support.
- o Observational surveys were to be conducted prior to and following each segment of the Projects.

FINAL REPORTS

The Enforcement Grant was awarded for \$199,722. At the time of this report, the State had expended approximately \$178,103 of the funds.

402 ELMIRA PROJECT

In April 1987, the DOT approved a 12-month 402 local highway safety project with the University of Illinois to conduct an evaluation of the effects of publicity, incentives, and increased enforcement of the safety belt law on safety belt use. The State selected four test cities and four companion control cities for the evaluation.

The cities were: Galesburg (incentives and enforcement), with Kankakee as the control city; Peoria (incentives), with Springfield as the control city; Bloomington-Normal (incentives), with Urbana-Champaign as the control city; and Rantoul (enforcement), with LaSalle-Peru as the control city. The control cities were matched with the treatment cities on population and general characteristics. No procedures which might effect the use of seat belts were implemented in the control cities.

Publicity began two weeks before the first treatment phase. The first treatment phase lasted two weeks. A period of four weeks followed during which no treatments were administered. The second treatment phase then was implemented for a period of two weeks.

In the incentive treatment, drivers who were seen to be wearing seat belts were handed a litter bag containing a key chain and a green card. The card was printed with a safety message and a number. Drawings of card numbers were held in which drivers could win a prize of \$500. In some of the litter bags, there also was a red card which made the driver immediately eligible for cash awards between \$10 and \$100, or tickets to the Illinois-Michigan football game. The University of Illinois Athletic Association provided the 12 football tickets used as an additional incentive during the first treatment, while McDonalds provided coupons used as an additional incentive during the second treatment. Approximately 6,000 litter bags were distributed during the Project.

PI&E materials were developed and then disseminated during a two-week period before the first treatment phase. This was to inform the citizens about the nature of the treatments and when the treatments were to begin. Other PI&E materials included advertisements placed in the local newspapers, professionally developed radio advertising spots, billboards, and spontaneous radio and TV interviews with

project staff. The billboard company, from whom the billboard space was rented, created a cartoon and logo which was adopted by the Project: "Wear It and Win".

The cash incentives, as well as costs for the PI&E such as billboards, radio spots and newspaper advertising was underwritten by the Country Companies of Bloomington. The Projects received \$14,500, including \$5,250 for the cash incentives of which \$2,250 was distributed as "instant" cash awards.

The enforcement consisted primarily of police issuing seat belt tickets in association with tickets written for violations resulting from radar speed control and other traffic law enforcement. There were two waves of enhanced enforcement conducted by those cities testing the enforcement treatment.

403 ELMIRA PROJECT

A second enforcement project was awarded to the University of Illinois for \$96,054. Contacts were made with 20 cities having populations of 20,000 - 40,000. Three cities were selected for the four months of increased enforcement - Danville (39,000), Galesburg (35,000), and Rock Falls/Sterling (27,000). Three respective control cities also were selected - Champaign/Urbana (100,000), Kankakee (30,000), and Freeport (26,000). Champaign/Urbana was selected because it was reported to have a relatively stable belt use pattern over a number of years and had been found to represent the statewide use rate. It should be noted that one of the enforcement cities, Galesburg, had been part of the 402 enforcement grant conducted earlier.

Police officers who conducted the overtime enforcement effort received training by an instructor who had been trained by the DOT. Only those officers trained were allowed to participate in the Project. Galesburg and Danville instructors were trained in May and June 1989. Rock Falls already had instructors trained. The enhanced enforcement was done between June and September 1989.

The PI&E was initiated for two weeks prior to enforcement. This included flyers sent to all newspapers, radio stations and television stations. Brief informational notes were included in paychecks of a number of larger companies in some target cities. Windshield stickers on cars were also used as another attempt to make people living in the target cities as aware as possible of the forthcoming enforcement program. No other PI&E information was reported from the sites.

Officers spent between 30 and 40 hours of additional enforcement of the seat belt law per week. In most cities this was accomplished by

increasing radar speed control. Officers involved in the project agreed not to issue warnings but to issue citations only for violations of the occupant protection law.

[Note - part of the proposed effort by the University was to include special statewide belt use surveys. The State reported that only one was actually conducted, and it was not accepted as it did not meet survey guidelines established by the State.]

SPECIALIZED TRAFFIC EDUCATION AND ENFORCEMENT PROJECT (STEEP)

A Specialized Traffic Education and Enforcement Program (STEEP) was awarded to the Lincolnshire Police Department. The program ran from April 1989 - March 1990. Two officers were assigned full time to the STEEP, Monday - Friday. Enforcement included safety check points where the officers issued warnings or citations, and provided safety brochures.

The Lincolnshire Police Department conducted their first PI&E campaign from May 17 through May 31, 1989. The enforcement of the occupant restraint laws was conducted during the week of May 24-31, 1989. The second publicity and education campaign was conducted August 21-27, 1989. The enforcement was conducted during the week of August 28 - September 4.

The patrol division helped publicize the efforts of the traffic unit by using the "Thumbs Up" program whenever drivers were observed using safety belts. Also, a special buckle-up message was put on the Traffic Hotline.

A "Project 50" program was conducted and reported as well received by the public. Traffic unit and community service officers handed out \$50 mock bills as safety belt reminders (instead of \$50 tickets) at the morning, lunch and evening rush hours. Officers made approximately 1,500 contacts with drivers and passengers during the two blitzes.

The convincer was demonstrated at Stevenson High School with one Driver Education class and two health classes in attendance. Demonstrations also were given at the Daniel Wright Jr. High School to 7th and 8th grade classes. Vince and Larry bumper stickers were distributed. Over 150 students saw the demonstrations.

A talk on summer safety was presented at Sprague School emphasizing the benefits of properly worn safety belts. Over 470 students were in attendance during the presentations.

Besides the specific educational activities listed above, project staff provided traffic safety programs to nursery, elementary, and high school students and to business and civic groups. The programs focused on alcohol and drug prevention, DUI, and safety belts and child safety seats. During the project year, these programs were presented to approximately 8,000 individuals.

A corporate safety belt workshop was conducted for 75 people who represented 23 businesses and two neighboring police departments. Vince and Larry made a presentation. Two newspapers covered the workshop.

The police established a child safety seat loaner program. The program was available to visitors also. It was reported that the 50 seats were well used by teachers, parents and grandparents.

403 ELMIRA PROJECT #2

The State request for local police agencies to conduct "Elmira" type enforcement was mailed in March 1989 to 21 police agencies. Five agencies contacted the DTS before the deadline - Richton Park, Bolingbrook, Hoffman Estates, Moline, and McHenry.

Only three of the communities met the requirements set by the State for the project - Hoffman Estates, Moline, and Richton Park. The three programs were initiated on schedule. The three program directors attended a four-hour training session in Springfield in May 1989. Topics included the risks of driving, use of occupant restraints, crash dynamics, occupant protection laws, enforcement, observational surveys, and administrative requirements of the projects.

The first wave of activity was conducted between May 22 through June 11, the second between June 19 and July 9, and the third between August 14 and September 24. Observational surveys in all three cities were conducted prior to the programs and following each enforcement wave.

Each program is summarized below.

Hoffman Estates

Hoffman Estates is a suburban Chicago community with a population of 45,000. There are several large shopping centers that draw people from outside the area, plus a major entertainment center that draws people from other areas of the State and surrounding States. There are five major state and interstate highways, including I-90 (not patrolled by local police) that pass through the Village.

The Hoffman Estates police had a policy of secondary enforcement, but enforcement of the occupant protection laws was not a high priority. This changed in 1988 with increased enforcement activity and a PI&E program (1,803 occupant protection citations were issued in 1988 - it was not reported how many had been issued in 1987). In 1989, the department renewed its commitment to the enforcement of the occupant restraint laws by making the Project a department-wide objective.

The objective of the Hoffman Estates program was to reduce the number and severity of injuries in traffic crashes and increase use of occupant protection devices. The police conducted an "Elmira" program with three waves: PI&E only, warnings and PI&E, and citations and PI&E. Each phase lasted three weeks.

A summary of program activities follows:

- o Four officers who were part of a previous project were selected to perform the enforcement phase of the program. Three were assigned to the Traffic Section and one to the Patrol Division. Enforcement was conducted for three-hour periods, five times a week. The officers worked either before or after their normal duty hours. It was reported that this allowed for enforcement to be conducted seven days a week. However, it is not clear how many officers worked per day, or how many days a week each worked.
- o Three hours of training was provided to the officers, including one hour of individual supervision and instruction. Instruction included occupant protection devices, crash dynamics, current legal issues, and the risks of driving without the safety belt.
- o A cable television program explored traffic issues from a police and legal perspective and a portion of the program was devoted to a discussion of occupant restraint laws. The discussion centered around the safety aspects and viewer education as opposed to a revenue source.
- o In conjunction with "Buckle Up America" week, literature was placed in all City employee pay checks.
- o "Buckle Up America" bumper stickers were attached to all City fleet vehicles.
- o During the second phase of the project, which included the annual 4th of July celebration, local boy scouts distributed

bumper stickers, the winning combination stickers and 200 "Hoffman Estates Police, Buckle Up, It's Our Law" buttons were distributed.

- o Several business in the shopping district displayed posters.
- o During the third phase, PI&E was even more limited. The only reported contact with the public was a newsletter, emphasizing pedestrian safety and occupant protection issues, distributed to parents and teachers at a new elementary school.
- o During the periods when warnings were issued, motorists were very polite. During the enforcement period, such was not the case. It was reported that individuals who chose not to use belts were very vocal about their opposition to the enforcement activities.
- o The local Judge was informed of the program.

Moline

Moline had an estimated population of 47,000. The city is in an area known as the quad-cities (population of 384,000). Moline has two State highways and two Interstates intersecting the city. The police department had a belt education program running for the previous year and a half.

The objectives of the Moline program were to conduct an education program for schools and businesses and to reduce traffic crash injuries. The police would conduct three waves of enforcement, about one month apart, preceded by PI&E.

The following summarizes program activities:

- o During the first phase, activities included a Mall display with the convincer and Vince and Larry, payroll stuffers for city employees, posters placed in local businesses and schools, radio PSAs, and a local news conference promoting "Buckle-Up America Week".
- o During the July 4th weekend, a seat belt display was set up at the Moline River Fest. The display was also set up at a local department store the following week. The display included a wrecked vehicle, the convincer, Vince and Larry, and staff distributing brochures, balloons and bumper stickers.
- o The only reported PI&E efforts during the third phase were billboards displaying "Buckle Up, We Care."

Richton Park

Richton Park is a bedroom community of 11,000 population located in southern Cook County. There is a large shopping mall that draws people from other areas.

The Richton Park police department established an enforcement policy and required belt use in 1985. In 1987 they developed a driver education safety belt module for high schools. Officers were given in-house training on safety belt enforcement in 1988. This resulted in 524 arrests being made in 1988 compared to 146 in 1987.

The objectives of the Richton Park program were to train officers on proper enforcement procedures, and develop and implement the required "Elmira" enforcement and PI&E activities.

Program activities are summarized below:

- o Thirteen officers were given four hours of training.
- o One and one-half hour training class was given to survey takers.
- o Pamphlets and signs were distributed to local businesses.
- o News conference at the Chicago Police Department training facility was used to kick off "Buckle Up America" week.
- o Safety belt lecture was given to 78 driver education students.
- o Flyers and posters were distributed to all businesses in the community during the second wave of activities.
- o City message board, in front of the municipal complex, carried message to encourage motorists to wear seat belts.
- o It was reported that minimal PI&E activities were conducted during the third phase. The village message boards were updated and additional posters were distributed.

EVALUATION

There was some confusion in interpreting differences, sometimes quite large, between the quarterly and final reports for most of the projects. The State subsequently reported that many of the quarterly reports were intended for in-house use only and should not have been submitted to NHTSA as such. This does not explain why there were such differences. Nevertheless, where possible, the following information and data is from the final reports.

402 ELMIRA PROJECT

Enforcement. Citation data were obtained for 1985, 1986, 1987 and up to the end of February 1988 from the police departments in each of the target and control cities. The State reported safety belt violations as a percent of all traffic violations. The results are presented in Table IL-5.

Table IL-5
402 Elmira Project - Enforcement Results
Safety Belt Citations as a Percent of All Citations

		1985 <u>Aug-Dec</u>	1987 <u>Jan-Sep</u>	1987* <u>Oct</u>	1987** <u>Nov</u>	1987 <u>Dec</u>	1988 <u>Feb</u>
Peoria	(I)***	3	3	3	2	4	5
Springfield	(C)	-	1	1	1	1	1
Bloomington- Normal	(I)	1	1	1	1	1	1
Urbana- Champaign	(C)	0	2	1	1	0	0
Rantoul	(E)	0	0	33	18	1	2
LaSalle-Peru	(C)	-	1	3	1	0	5
Galesburg	(I&E)	0	1	35	23	6	5
Kankakee	(C)	-	0	0	0	0	0

* First enforcement two-week period began October 5.

** Second enforcement two-week period began November 16.

*** I = incentive, C = control, E = enforcement, I&E = incentives and enforcement.

The data indicate that there were few citations issued for failure to use seat belts in all cities until the experimental enforcement

treatments were introduced in Galesburg and Rantoul. In the year prior to the enforcement program, Galesburg issued 29 tickets while Rantoul had issued none. During the enforcement periods, violations for failure to use seat belts were a much greater percent of all violations. For example, during the first period, Galesburg issued 193 tickets associated with 644 moving citations, and Rantoul issued 73 out of 239 moving citations. During the enforcement, neither police agency reported any negative comments associated with the enforcement. The level of enforcement decreased following the end of project support.

Observations. Observations of seat belt use were made by observers at selected locations on both state and local roads in each of the cities. Observations were usually made on Mondays and Tuesdays, 8:00 a.m. to 4:00 p.m., and at two week intervals over a period of 30 weeks. This provided a total of 15 observation periods in each of the cities. In each observation period, over 5000 observations were made in each city. During the total period of the project a total of 1,478,594 observations were made.

The first observations were taken eight weeks before administration of the first treatment phase. Publicity began two weeks before the first treatment phase. The first treatment phase lasted two weeks. A period of four weeks followed during which no treatments were administered. The second treatment phase was implemented for a period of two weeks. Following the second treatment phase, seat belt observations were done for 12 weeks.

For purposes of analysis, the State divided the observations into four periods. The first, the baseline period, was the eight weeks before treatments and publicity were implemented. The second time period ran from the beginning of the first treatment phase through the end of the second treatment phase, for a total of ten weeks. Five observational surveys were made during this time period. The third period followed the intervention phase. It consisted of a six-week time period in which three seat belt use observational surveys were done. The fourth period began six weeks from the end of the last intervention and lasted for a period of six weeks during which three observational surveys were done.

The results of the observations are presented in Table IL-6. Observations are percent of front seat occupants using safety belts (numbers are estimated from graph presented in Final Report).

The incentives had little effect on belt use in the two cities which used this treatment when compared to their control cities. It is

possible that the incentive program was somewhat successful in Normal as the final observation was greater than the baseline rate. It was not successful in Peoria.

Table IL-6
402 Elmira Project - Seat Belt Observations

<u>Sites</u>	<u>Baseline</u>	<u>Intervention</u>	<u>Post 1</u>	<u>Post 2</u>
Bloomington- Normal (T) (Incentives)	25%	32%	31%	33%
Urbana- Champaign (C)	35	40	40	35
Peoria (T) (Incentives)	42	46	44	43
Springfield (C)	33	30	26	24
Rantoul (T) (Enforcement)	43	53	52	45
LaSalle- Peru (C)	25	25	26	26
Galesburg (T) (Incentives & Enforcement)	26	32	29	31
Kankakee (C)	19	18	17	18

The enforcement effort appears to have been successful during the program, but usage rates returned to baseline following the program. The incentive and enforcement effort may have had a small effect on belt rates, with no deterioration following the end of the program.

Driver Survey. Two driver surveys took place in the test and control cities. The first took place at the end of the publicity phase and during the first treatment phase. The second survey of drivers was conducted about three weeks following the second treatment phase.

A total of 1,019 drivers were interviewed concerning their opinions about the seat belt law, use of incentives, and the increased enforcement. The State reported that more than half of the respondents were in favor of the seat belt law (approximately 61 percent). There appeared to be no relationship between the extent to

which the seat belt law was favored in the different cities and the extent to which seat belts were used by the drivers in those cities. Thirty-four percent of the surveyed drivers indicated that they would use seat belts more if enforcement increased. Whereas 35 percent indicated that they would use seat belts more if they could be cited just for failing to use seat belts (i.e., if safety belt law was primary instead of secondary).

The results of the two surveys concerning driver awareness of the Project are presented in Table IL-7.

Table IL-7
402 Elmira Project - Percent of Drivers Aware of Campaign

<u>Sites</u>		<u>1st Survey</u>	<u>2nd Survey</u>
Peoria	(T)*	23%	23%
Springfield	(C)**	8	4
Bloomington- Normal	(T)	28	34
Champaign-Urbana	(C)	5	4
Rantoul	(T)	13	13
LaSalle-Peru	(C)	6	8
Galesburg	(T)	28	33
Kankakee	(C)	0	0

* Treatment

** Control

A small number of drivers in the treatment sites had awareness of the program in their cities. The awareness ranged from about 10 percent to 30 percent. This indicates that the majority of drivers in these cities were not aware of the programs.

403 ELMIRA PROJECT

Enforcement. From Table IL-8, it is quite evident that there had been negligible enforcement of the seat belt law in the target cities and a noticeable improvement during the project. It is also interesting to note that the levels dropped substantially after the project ended and safety belt enforcement was no longer being paid for. There was no

apparent change in the amount of safety belt enforcement in the control communities.

Table IL-8
403 Elmira Project - Safety Belt Violations

	<u>1988</u>	<u>Baseline</u> (Jan-May)	<u>Enforcement</u> (Jun-Sept)	<u>Follow-up</u> (Oct-Dec)
<u>Target Cities</u>				
Danville	57	24	623	31
Galesburg	118	74	452	37
Rock Falls/ Sterling	36	42	671	77
<u>Control Cities</u>				
Urbana/ Champaign	507	154	93	56
Kankakee	23	13	28	20
Freeport	16	16	13	18

Observations. Observations were conducted prior to the enforcement, during the enforcement and after the special enforcement ended. One or two observers were hired and trained to conduct observations in each of the target and control cities. Passenger cars, vans and pickup trucks were observed at four locations in each city - two on State roads and two on local roads. Observations were conducted on Tuesdays and Thursdays.

During the baseline period, observations began on April 15 and were made each two weeks until the end of May. During the special enforcement period, observations were made biweekly during the first month and then monthly for the next three months. Observations were made monthly during the four-month follow-up period.

Table IL-9 presents the observations of safety belt use in the cities. Rates presented are the average for each period. All sites showed substantial increases in safety belt use during the enforcement period. Two of the sites, Galesburg and Rock Falls/Sterling also retained the increase in safety belt use for at least four months after the special enforcement ended. Safety belt rates in the control sites did not substantially change over the project period.

Table IL-9
403 Elmira Project - Observations

<u>Target Cities</u>	<u>Baseline</u>	<u>Enforcement</u>	<u>Phase 3</u>	<u>Phase 4</u>
Danville	38%	49%	40%	41%
Galesburg	31	49	50	49
Rock Falls/ Sterling	28	35	37	36
 <u>Control Cities</u>				
Urbana/ Champaign	37	41	38	38
Kankakee	24	21	24	23
Freeport	36	35	31	35

Survey of Drivers. By means of a structured questionnaire, drivers in each of the target cities were interviewed at gasoline stations in all three sites. Drivers were interviewed about their understanding of the seat belt legislation, their attitudes toward the legislation, their knowledge about a special enforcement program emphasizing the safety belt law and whether they believe this has affected their use of safety belts. The survey was taken about half way through the enforcement period.

The reported driver awareness of an enforcement effort was 25 percent in Rock Falls-Sterling, 43 percent in Danville, and 44 percent in Galesburg. It would appear that the PI&E effort had only a marginal impact on the motoring public in the three communities midway through the project.

Only 46 percent of the drivers know that there was only secondary enforcement of the law and only 62 percent knew that it applied only to front seat occupants. Over 60 percent thought that the fine for not using safety belts was \$50, not \$25 as it was in most jurisdictions. Over 30 percent of the drivers who reported that they did not always use safety belts said they would if there was more enforcement.

SPECIALIZED TRAFFIC EDUCATION AND ENFORCEMENT PROJECT (STEEP)

Enforcement. Each enforcement blitz had a warning phase and a citation phase. During the first blitz, seven warnings and 28 citations were issued. During the second blitz, 50 warnings and 44

citations were issued. The level of enforcement did improve in the second blitz. Information is not provided on whether the enforcement was a change from prior to the project or what enforcement occurred following the blitzes.

Observations. Observational surveys of drivers were conducted in April 1989 prior to any project activity, in June 1989 after the first enforcement wave, and in March 1990 at the end of the project. Table IL-10 presents the result of the observations. Safety belt use increased following the first enforcement blitz and had increased to over 70 percent by the end of the project. Given the relatively low level of reported enforcement, these results are somewhat surprising.

Table IL-10
STEEP Project - Observations

	<u>Baseline</u>	<u>1st Wave</u>	<u>Final</u>
Drivers	58%	64%	73%

403 ELMIRA PROJECT #2

Enforcement. It was reported that in the first six months of 1989, Hoffman Estates issued 1,254 seat belt and CSS citations compared to 1,803 occupant protection citations issued for all of 1988. These data include the first phase of the project. During the three two-week phases of special enforcement, officers spent 120, 119 and 120 hours,, respectively, enforcing the occupant protection laws.

Officers from Moline spent 112 hours of special enforcement during each of the three phases of the project.

Officers in Richton Park conducted 160 hours of enforcement during each of the first and second phases, but because of manpower shortages, only 40 hours of special enforcement was spent during the third phase. Although the total number of hours matched the planned level, the enforcement was not equally distributed over the phases as planned.

Table IL-11 presents the results of the three special enforcement phases in the three sites. No preproject enforcement data was provided for Moline and Richton Park.

Table IL-11
403 Elmira Project #2 - Citations/Warnings

<u>Sites</u>	<u>1st Phase</u>	<u>2nd Phase</u>	<u>3rd Phase</u>
Hoffman Estates	148/199	89/156	110/171
Moline	114/207	76/131	114/98
Richton Park	47/57	56/28	4/4

Observations. Results of the safety belt observations are shown in Table IL-12 for the three project communities. Richton Park had a steady increase in safety belt use over the project. Hoffman Estates drivers may have had a slight increase in their usage rates while Moline drivers had no change at the end of the project.

Table IL-12
403 Elmira Project #2 - Safety Belt Use Rates

<u>Sites</u>	<u>Baseline</u>	<u>Wave #1</u>	<u>Wave #2</u>	<u>Wave #3</u>
Hoffman Estates	51%	55%	58%	54%
Moline	42	40	45	43
Richton Park	39	41	44	48

DISCUSSION

The State had difficulties in implementing several of the enforcement projects. It appears that a good part of the problem was identifying and getting the cooperation of local police agencies to conduct enhanced enforcement projects. The State also reported that the administrative and management roles of the State and the National Highway Traffic Safety Administration must be clearly defined to ensure that local projects get effective and timely support.

The State reported that even with the varying degrees of success resulting from the projects, a great deal of insight was gained on how to improve the direction of future concentrated safety belt enforcement and publicity campaigns. The State felt it especially important, for enforcement to be successful, that it be conducted in conjunction with vigorous PI&E. Because of this, the State plans to develop requirements for local PI&E activities to enhance local enforcement efforts.

The requirement for increased enforcement activities has been tied into ongoing 402 Comprehensive Community Occupant Protection Programs and the State has included an occupant protection enforcement objective into other traffic enforcement projects. Following are summaries of the four funded projects.

402 Elmira Project

As best as can be determined, the treatment cities carried out their projects as requested. Data suggest that the effects of the treatments are mixed. All increased safety belt use during the intervention, but only two of the sites appeared to have a small but lasting effect in increasing the use of safety belts. Safety belt use dropped to close to baseline in Peoria (incentive only) and in Rantoul (enforcement only) after the program. It was maintained at about the level achieved during the application of the treatments in Galesburg (incentive and enforcement) and in Bloomington-Normal (incentive alone).

There was substantial variability in the use of belts by drivers in the eight cities. Safety belt use in Peoria and Rantoul was higher, during the baseline period than in the comparable periods in the other cities. Higher usage in Rantoul may be attributed to the requirement that drivers at the Chanute Air Force Base wear safety belts. This may increase the tendency of drivers to use safety belts due to association with the air force base. Previous measurements have indicated that safety belt use in Peoria tends to be higher than in many other cities in Illinois. The fine for failure to use safety belts also is higher in Peoria, \$50, whereas in many other cities it is \$25.

The major factor in the results appeared to be the lack of awareness of drivers in the treatment cities of the programs. This could have caused the lack of substantial increases in belt use. The other interesting result is the decrease in enforcement by police when the overtime funds from the grant are stopped.

403 Elmira Project

It was quite evident that there has been negligible enforcement of the seat belt law in prior years in the target and control cities. There was a noticeable improvement in the number of citations issued during the special enforcement, but the increased enforcement ended when the funding for the enforcement ended, with the end of the project.

There was a substantial increase in safety belt usage in the target cities following the special enforcement and the increase was retained in two of the sites four months after the special enforcement ended. There was no change in safety belt use in the control sites. The State cautioned that the results may not accurately reflect the impact of the project. It was reported that other occupant protection activities also were being conducted in various counties surrounding the cities during the same time the special enforcement was being conducted. Some of these activities could have influenced the increase in belt use seen in the treatment sites. This is possible but doubtful as these activities also were conducted in the counties surrounding the control cities and did not result in a change in any of the control cities belt use rates.

Interviews conducted with drivers halfway through the special enforcement in the target cities found that the majority of drivers were not aware of the project. Apparently enough nonusers were aware of the program to raise the usage rates in the target cities. Another interesting finding from the survey was that the majority of drivers did not know that they could receive a safety belt violation only if they were stopped for some other traffic violation.

SPECIALIZED TRAFFIC EDUCATION AND ENFORCEMENT PROJECT (STEEP)

The Lincolnshire Police Department previously had run a successful STEEP pilot program concentrating on reducing alcohol-related crashes. The current STEEP was to concentrate on occupant protection with two enforcement blitzes and related PI&E being conducted. It appears that the majority of the project objectives were met, including increasing safety belt use to 70 percent; developing PI&E to include alcohol and drug prevention, DWI, and CSS use; and establishing a CSS loaner program. It was not reported whether the objective to train all traffic officers in the enforcement of the occupant protection laws was met.

Occupant protection warnings and citations increased from the first enforcement blitz to the second. The use of safety belts by drivers increased following the first blitz and had again increased by the end of the project. No comparison site was used so it is not clear that all the increase in safety belt use was the result of the project. The 15 percentage point increase is somewhat surprising given the relatively low level of reported enforcement.

403 Elmira Project #2

As best as can be determined, the three sites did have occupant protection enforcement. At least one of the sites, Hoffman Estates, substantially increased the number of occupant protection citations issued during the first part of their project from previous citation levels. It is not known whether this was the case for the remaining two sites as previous citation rates were not reported.

Safety belt observations show positive changes in two of the sites and no change in the third when compared to their baseline rates. The site which issued the smallest number of citations during the project had the largest increase in belt use. None of the sites appeared to have had extensive PI&E efforts.

LOUISIANA

The mandatory safety belt use law went into effect July 1, 1986. Safety belt use increased to 35 percent the first year from a prelaw use rate of 12 percent. The State proposed to continue efforts to increase safety belt use with a second year program. In an effort to maintain the level of program activity and increase use rates the following project areas were identified for funding: community programs, statewide enforcement initiatives, police training, state-level networking, and automatic protection education.

A \$120,000 grant was awarded to the Highway Safety Commission in September 1987.

PROPOSED GRANT

The Highway Safety Commission (HSC) proposed a 12-month project to continue and enhance previous efforts to increase safety belt use. The public and private sectors would continue to work as a cohesive coalition providing a comprehensive occupant protection program. The overall goal was to reduce the incidence of injuries and fatalities. The specific goal was to increase safety belt use to 55 percent and CSS use to 75 percent.

Community Projects

Community projects were to be conducted which incorporated "Elmira-like" concentrated waves of enforcement and education at least twice during the 12-month project. The projects were to concentrate on the Northeast and Central areas of the State. The Northeast region had been one of the lowest in occupant protection usage.

An organization, such as the Cooperative Extension Service, was to receive a contract to implement the projects. The projects were to be designed to meet the needs of the local areas including having two halftime coordinators (the other half of their time was to be spent on alcohol activities not funded under this grant). The following activities were to be included:

- o Obtaining support and cooperation of police chiefs and city officials.
- o Conducting at least two waves of enforcement blitzes and safety belt campaigns.
- o Recruiting and training volunteers to assist in the project.

- o Obtaining involvement of business and industry, health and hospital groups, school systems, parent groups, university and civic groups.
- o Using print and electronic media and other public awareness methods to reach large numbers of people with information about occupant protection devices.
- o Conducting regional and statewide outreach through Extension Homemaker Council members, adult leaders and 4-H members.
- o Collecting safety belt use law violation data from police departments participating in the project.
- o Performing safety belt observation surveys prior to and after the enforcement and media blitzes.

Statewide Enforcement & Training

A variety of innovative strategies were to be developed to increase enforcement of the law, and public perception of the benefits of safety belt use and the risk of being caught for violating the laws. A statewide occupant protection enforcement training project was to be implemented. Activities were expected to begin in October or November 1987 and to include the following:

- o Safety Belt Checkpoints - The State Police and selected local enforcement agencies were to conduct checkpoints similar to driver license and inspection sticker checkpoints. Each of the 11 State Police Troops was to conduct an average of at least one checkpoint per month preceded by extensive publicity. All motorists stopped were to be given informational brochures regarding the benefits of using occupant protection devices. Motorists using belts were to be given incentives to make the event educational and upbeat.
- o Offender Education Program - Traffic courts were to be contacted and requested to provide a one- to two-hour offender education program. Fines would be waived for those who completed the program. Such a program had already been implemented in the city of Houma. The program was to be tested in other sites, with the possibility of expanding it statewide in the future.
- o Officer training - A contract was to be given to a Police Officers Standards Training academy to provide occupant protection training with certified instructors. The course

would be based on the NASDLET training curriculum and conducted for both state and local enforcement personnel and emergency medical personnel. It was to be a mobile training program that could then be provided at locations throughout the State, two or three times per month. Certificates of training were to be issued to graduates.

- o Instructor training - HSC was to negotiate with the Traffic Safety Institute to conduct a class prior to October 1987. Certified law enforcement instructors were to be selected to attend this class. Those completing the course would then constitute an instructor core from which the statewide training program could draw to instruct other enforcement officers.

Networking

Public awareness campaigns promoting occupant protection through hospitals, the medical community and schools were a vital part of the State's on-going safety belt use encouragement program. These groups already had been successfully organized, and had made significant contributions in lobbying for safety belt legislation and also in fighting repeal legislation. The groups had been organized through the efforts of the HSC, the Safety Belt Use Coalition (SBUC), and the Seat Belts Are For Everyone (SAFE) Council. In an effort to keep the lines of communication open among these organizations as well as tapping their available resources, the SBUC was to receive a contract to conduct the following activities:

- o Disseminate a quarterly newsletter to serve as a means of sharing the latest in occupant protection information and providing materials to various groups.
- o Host a statewide planning and information meeting in conjunction with the HSC bringing together representatives of medical, educational and school organizations. The meeting was planned for Spring 1988.
- o Develop safety belt promotional materials, such as bumper stickers, posters, law cards, and PSAs.

Automatic Protection Education

The Safety Belt Use Coalition (SBUC) was to receive a contract to conduct statewide PI&E for automatic protection education. The program was to include news releases, print materials, and PSAs. A public information blitz was to be concentrated in a three-month period

beginning in January 1988. After the blitz, the PI&E was to be continued through established channels. The program was to focus on the facts related to the design and function of new occupant protection technology, importance of using belts with air bags, relationship of automatic protection to current safety belt laws and alleviating public concerns regarding the technology (e.g., premature deployment of the air bag).

Proposed Budget

The proposed budget for the effort is presented in Table LA-1.

Table LA-1
Proposed Budget

<u>Activity</u>	<u>Funds</u>
Community Programs	\$45,000
Statewide Enforcement	25,400
Police Training	31,000
Networking	8,600
Automatic Education	<u>10,000</u>
Total	\$120,000

Grant Modification

A five-month extension to the grant was awarded in December 1988. The extension was to allow the State to complete the following activities:

- o Conduct community enforcement and education blitz programs during National Child Passenger Safety Week in February.
- o Conduct approximately 50 statewide safety checkpoints during January and February.
- o Provide additional police training during February and March.
- o Conduct a statewide meeting in February.
- o Compile statewide usage data, and reorganize the information to be incorporated into a final report to better differentiate community and statewide enforcement activities.

The revised budget for the five-month extension is shown in Table LA-2.

Table LA-2
Revised Budget

<u>Activity</u>	<u>Funds</u>
Billboard Campaign	\$3,500
Vince & Larry	3,000
Display	6,000
Materials & Handouts	18,302
Police Training	19,712
Statewide Meeting	<u>1,585</u>
Total	\$52,099

FINAL REPORT

In December 1988, the State requested a four-month extension on the project to complete work. The grant was extended five months to May 31, 1989.

Statewide Community Projects

The Cooperative Extension Service (CES) conducted a statewide traffic safety program that emphasized: 1) the importance and benefits of safety belt and child safety seat usage; and 2) the dangers associated with driving while under the influence of alcohol and or drugs. A project director conducted the program.

Occupant protection activities were conducted in 64 parishes (counties). Targeted program areas included: Avoyelles, Caldwell, Catahoula, East Carroll, Franklin, Grant, Jackson, LaSalle, Lincoln, Madison, Morehouse, Ouachita, Rapides, Richland, Tensas, Union, Vernon, West Carroll, and Winn. Special emphasis was placed on occupant protection in Regions 6 and 8 of the State. It was not clear from the reports which communities were located in these Regions.

Three waves of PI&E were conducted to inform and educate the public about the benefits of occupant protection and the existence of the occupant protection use laws. The first wave of activities was conducted in May 1988. The State estimates that the program reached 179,059 people through 2 news articles, 7 radio programs, and 22 meetings conducted by an area coordinator. An additional 38,167 individuals in six parishes were reached by CES agents through news articles, radio programs and displays. In the second wave, the State estimates that 57,000 people were reached through news articles, radio and TV initiated by an area coordinator, and that CES agents reached an additional 79,500 people with seven news articles. The third wave, conducted in February 1989, emphasized Child Passenger Safety Month and the correct use of child safety seats.

Examples of project activities and State and local efforts are presented below. It is not clear which of these activities were funded by the grant, funded through 402, or through other funding sources.

Bossier/Caddo Occupant Protection Education Program

- o Director and an officer attended occupant protection instructor training at TSI in Oklahoma City.
- o Seat belt convincer demonstrated 25 times at schools, malls, and other public events.

- o Conducted 69 presentations in and around Bossier/Caddo.
- o Four PSAs and eight interviews provided to radio and television stations.
- o Police made 17 presentations at 11 schools.
- o Using Vince and Larry and the convincer, presentations were given to organizations, corporations, and at fairs and festivals.
- o Vince and Larry puppet show presented to 175 kids at the New Orleans Children's Museum and to 800 children at Houma Hall.
- o CSS demonstration given to 100 people at Upper Zion Church and Flower Hill Church.
- o Display at Baby Fair seen by 1,100 persons.
- o Estimated that over 200,000 people received information and handouts regarding occupant protection.

City of Lafayette

- o PSAs aired on radio and TV stations.
- o Checkpoints conducted with 400 brochures given to motorists.

Lake Charles Community Traffic Safety Program

Lake Charles continued its effort to reduce the number and severity of traffic crashes. The program has an oversight committee which includes the Mayor, community leaders, law enforcement officers, judges, prosecutors, and traffic engineers. Following are examples of occupant protection activities conducted through the program:

- o Two officers attended occupant protection training in Oklahoma City. Following the training, citations for seat belt violations rose from a low of 46 in April to 410 in September. It is not clear how many officers were issuing citations.
- o Presentations were given to senior adults at University Baptist Church and 50 employees at PPG Industries.
- o Meeting was held with area legislative delegation.
- o CSS presentation was given to 20 expectant parents.

- o Meeting with public relation officers from Calcasieu and surrounding parishes was conducted.
- o Several meetings were held to establish contacts with local media.
- o Display was set up at Cities Service Refinery where 400 brochures were distributed, and displays were set up at the Police Department, City Hall and central branch of the Calcasieu Library.
- o Interview was given on a morning radio show. PSAs were recorded and aired on three radio stations.
- o Meeting was held with McNeese University Chief of Police. Buckle up signs, posters and brochures were used on campus.
- o Assistance was given to a University student to do research on child restraints. No additional information was given.
- o Information was presented to city employees, Barbe High School driver education classes, senior citizen group, employees of Lake Charles Credit Bureau, and Parkview Baptist church.
- o Information provided to 2,500 people at health fair in Prien Lake Mall.
- o Program was used for in-service training for employees of Humana hospital, St Patrick hospital, and Entex Gas Company.
- o Brochures were provided for public areas of hospitals and information packets were given to parents of newborns.
- o Multiple media were used during Contraband Days '88 Festival, the State's largest festival, and during Buckle-Up America Week. No additional information was provided.
- o Distributed 50,000 mints inscribed with "You're Worth a Mint To Us" During Buckle-Up America Week.

City of Shreveport

- o Two officers attended the "Investigation of Seat Belt and Child Restraint Injuries" course at IPTM in Jacksonville, FL.
- o Information was provided to 122 individuals who rented CSSs.
- o Coloring sheets were distributed to daycare centers.

- o Presentations were given to medical and vocational students.
- o Booth was displayed at Bossier Medical Center Baby Fair - 3,000 in attendance.
- o Three PSAs were taped in conjunction with police department.
- o CSS use demonstration was part of a TV station news cast.
- o Presentations were given to Southwestern District Hospital Administrators, and at the Riverwest Medical Center's Health Fair.
- o Materials were provided to Family Medical Clinic in Opelousas and Beauregard Memorial Hospital in DeRidder.
- o Video was produced highlighting an officer who survived a serious crash because of using occupant protection.
- o Provided 970 individuals with occupant protection information during a police checkpoint.

City of Slidell

- o CSS presentations were made. Convincer demonstration was given at a Health Fair and a parish fair.
- o Seven "Beltman" presentations were made at schools and daycare centers.
- o Radio PSA's were placed with local stations.

Terrebonne Parrish Occupant Protection Program

- o Presentations were given to Bonnabel High School and at the Health and Home Show, St. Matthews Episcopal School.
- o Checkpoints were held in Schriever, Houma and Thibodaux. No additional information was provided.
- o Proclamation was given at a televised Parish Council meeting.
- o CSS loaner program provided 157 seats.
- o Materials were handed out and the convincer used at an Exxon facility safety meeting.
- o Violator Program was given to 220 individuals.

Child Passenger Safety Association

During the project, the Loan For Life Program devoted activities to the general goal of increasing the use of passenger restraints and toward the specific goal of increasing use of CSS devices. Examples of program activities follows:

- o Over 370 seats were loaned.
- o Over 440 presentations were given to 10,500 people.
- o Eleven articles and news stories reached over 500,000 viewers.
- o At the LSU Medical Center - provided 89 seats through a CSS loaner program. Multiple presentations were given to 721 OB patients. Gave an in-service program to OB nursing staff, and a CSS program to 18 nursing students. Mobile CSS demonstrator was donated by Sheriff's office so the program could be given to new parents in their rooms.
- o Loaner program information was given to 2,000 people at a Health Fair.
- o Puppet show and information were given to Shreveport schools.

Highway Safety Commission

- o Provided 225 infant seats to six organizations.

Community Action Association

- o Training and materials given to Association staff for a CSS loaner program. Orders were placed for 300 CSSs.
- o Loaner information was given to 42 community action agencies at Department of Labor, Community Services Block Grant Summer Conference. Six indicated interest in starting loaner program.
- o CSS loaner program operations manual developed for use by volunteer organizations. A loaner program guide was printed and distributed. Training session on loaner program was presented to representatives from 39 parishes, with 21 initiating programs.

Safety Belt Use Coalition

- o Director attended Instructor training at Oklahoma City.

- o Used convincer at company picnics, health and Parish fairs.

Child Passenger Safety Education and Loaner Program

- o Following a survey of all 64 parishes, initiated 11 new programs.
- o Regional training session conducted for representatives of 33 parishes and on-site training given to nine parishes.

Cooperative Extension Service

A statewide traffic safety program was conducted that emphasized the importance and benefits of safety belt and child safety seat usage. Programs in the 64 parishes reached over 450,000 people with occupant protection information. A project director, area coordinator and administrative assistant were hired for the grant.

Following are examples of specific programs and local activities:

- o Designed and distributed 20,000 book covers with a safety belt message to 4-H students.
- o Distributed 500 high school safety belt activity sheets.
- o Designed and distributed 1,000 door hangers containing safety belt information for hotels and motels.
- o Prepared news article for 400 newspapers.
- o Wrote and recorded PSA for 20 radio stations.
- o Circulated newsletter to 200 CES Agents and 3,200 residents.
- o Reached 750 people through a safety belt display at the Calhoun Arts and Crafts Festival.
- o Sent 500 copies of Buckle-Up Review to CES leaders, contact agents and law enforcement agents; in 20 Parishes.
- o Completed educational lessons and materials for use by 4-H leaders.
- o Prepared and provided 400 teaching kits to Extension Agents.
- o Initiated media blitz during "Buckle-Up America Month" in 20 parishes. Media interviews, radio tapes and news releases reached over 71,000 people.

- o Presented 200 training and information kits to Homemaker Leaders at their State meeting.
- o Prepared news articles on "Buckle-Up America Week" for 400 Extension Agents and 200 mass media outlets.
- o Prepared information article for 150 Home Economists.
- o Booths at Louisiana Tech had 300 students sign buckle up pledge cards.
- o Vince and Larry seen by 10,000 people in Peach Festival Parade.
- o Reached 65 children and adults with program at the Expanded Foods and Nutrition Program Day Camp.
- o Conducted program for 200 youths at Pecanland Mall Youth Camp.
- o Provided information to 145 junior high students in Pollock.
- o Reached 1,500 people and 800 children with display at North LA Cotton Festival.
- o Caldwell Parish - Vince and Larry seen by 2,500 people while riding in wrecked car in rodeo parade. Nine 4-H junior leaders and 3 agents provided program to 2,137 elementary students. Information given to 56 students at 4-H day camp.
- o Catahoula Parish - Leader training given to 10 school leaders, 1 junior leader and 1 agent who provided information to 750 students. Library display seen by 125 people. Agent briefed on available high school programs. Display at Soybean Festival seen by 2,000 people.
- o Concordia Parish - Agent briefed on available high school programs. Library display seen by 1,400 people and 300 students. Workshop given to 30 Homemaker Leaders.
- o East Carroll - 550 people reached through driver training programs. Media coverage reached 7,500 people. Information provided to 500 people at DWI awareness meetings.
- o Franklin Parish - Two junior leaders participated in Polk Salad Festival Parade - viewed by 1,200 people. Display at Catfish Festival was viewed by 1,500 people. Safety meeting was attended by 60 students.

- o Grant Parish - 11 leaders were trained with media coverage of the training reaching 2,000 people. Safety workshop attended by 140 civic, community, school and 4-H leaders and children. Safety belt program provided to 480 students at 4-H camp.
- o Jackson Parish - Seven junior 4-H leaders were trained and then provided information to 500 elementary students. Library display was seen by 175 people.
- o Jefferson Parish - Agent conducted program for 1,000 4-H students.
- o June Union Parish - Training programs provided at employee safety and special interest meetings.
- o LaSalle Parish - Media coverage reached 1,200 people.
- o Lincoln Parish - program presented to 400 students from Grambling State University. Training was provided to 20 leaders and 3 junior leaders. Media coverage during "Buckle-Up America Month" reached 37,000 people. Library display seen by 250 people. Two leaders received training on providing CSS information to daycare centers.
- o Morehouse Parish - program given to 30 daycare students and teachers. Library display was reviewed by 175 people.
- o Ouachita Parish - 10 leaders received training. Two junior leaders (dressed as Vince and Larry) presented information at 4-H Achievement Day to 250 students with two TV stations and a newspaper covering the event. Safety belt use lesson plans given to 22 leaders. Trained 17 4-H leaders who then gave program to 1200 students.
- o Plaquemine Parish - Home economist conducted program for senior citizens.
- o Union Parish - Trained 15 leaders who then trained 500 students. Library display was seen by 200 people. Display provided at Corney Creek Festival.
- o West Carroll Parish - Driver training program given to 20 students. Radio PSA reached 2,500. Safety newsletter reached 467 people.
- o West Monroe - Training given to 40 Extension agents at Area Director's meeting. Program given to 35 students at Boy's Club.

- o Winn Parish - Media coverage reached 16,000 people.

Statewide Enforcement & Training

An Instructor Preparation Course was held with 45 attendees representing 26 different law enforcement agencies. Since this training, the eight-hour occupant protection usage and enforcement for law enforcement officers has been offered and provided statewide to police, sheriff, state police, and campus law enforcement officers. Seventeen seminars were conducted with over 700 officers completing the course. Materials also were produced specifically for the training. For example, Caddo Parish added the eight-hour training course to their defensive driving course and copies of the occupant protection laws, 100 training manuals, and video tapes were provided.

A persuasive brochure for law enforcement officers was designed and produced. The HSC also produced a nine-minute video tape for local use and disseminated it statewide to law enforcement agencies. For example, the tape was viewed by 93 officers from the West Monroe Police Department and the Ouachita Parish Sheriff's Department.

A "crack and peel" sticker with information covering the mandatory safety belt and child restraint law and a cover letter offering complete copies of the law was mailed to 5,000 law enforcement officers. The stickers were designed for the officer's clipboards or ticket books and readily provide the necessary information needed to enforce the laws. Due to the overwhelming number of requests for the stickers, another printing of 5,000 was completed.

The statewide enforcement program was designed to maximize the perception that the State's occupant protection use laws were being enforced. With the law being a secondary offense and the goal being to increase usage statewide, the State felt that it was imperative to involve as many law enforcement agencies as possible. This included increasing the participation of the State Police in their troop areas and obtaining the involvement of local law enforcement officers in both police and sheriff's departments. The primary enforcement activity was conducting safety belt checkpoints.

The SBUC was authorized to facilitate up to 122 checkpoints during the contract period. In addition, SBUC provided extensive publicity to warn the public that police would be citing occupant protection law violators. As the State has a secondary enforcement law, the following decisions were made:

- o Program would be based upon positive re-enforcement. Drivers and their passengers using safety devices who passed through the checkpoints would be rewarded with incentive items.

- o Warnings, in the form of informational brochures about the law, would be given to violators at the checkpoints.
- o Violators would be asked by law enforcement officers to comply with the law before leaving the checkpoint.
- o Stepped up enforcement would occur after the checkpoint program left an area.

For the checkpoints, the HSC and SBUC launched the "Safety Belts are Lifesavers Too" campaign, a two-month plan to blanket the entire State. Eight major metropolitan areas were highlighted each weekend during July and August with complementary activities in the surrounding rural areas. Assistance was solicited and obtained from various businesses, community groups, and law enforcement agencies, including the State Police, local police and sheriff departments, RJR Sales (distributors of LifeSavers Candies), Wal-Mart Stores Inc., and the Jaycees.

In each city, except Lake Charles, the following checkpoint procedures were used. The checkpoints were scheduled for Friday and Saturday of each week. The local police or LSP troopers determined areas that were highly travelled but safe to work. These areas were confirmed with the SBUC coordinator, as was the number of law enforcement officers available for the checkpoints. Thursday of each week was used to alert the media, update them about the checkpoints, do interviews, and arrange for news coverage of the checkpoints on Friday and Saturday.

In Lake Charles, the checkpoints were run on the Thursday and Friday immediately after Labor Day. On Wednesday, the media was informed about the checkpoints, TV and/or radio interviews were arranged for news coverage.

The checkpoints were conducted in each area with four state troopers working with HSC or SBUC staff or the Jaycees. Motorists properly buckled-up received LifeSavers candies, frisbees, and Vince and Larry handpuppets. Motorists who were not buckled-up received verbal warning from the troopers, a flyer on the occupant protection laws, and a safety belt brochure. When the law changed to include vans and pickup trucks, troopers also provided this information. During the checkpoints, local television crews covered the events.

In the rural areas, Jaycee chapters were recruited to assist with promotional activities prior to the checkpoints and in the running of the checkpoints with the assistance of local police agencies. The chapters were recruited by the SBUC coordinator at the State convention. A guide was prepared on how to run checkpoints. This

guide was presented to more than 250 Jaycees attending a yearly planning meeting.

On the average, five Jaycees worked in each of their local communities during the checkpoints. Including the 21 chapters participating in the checkpoints, over 105 Jaycees were directly involved in the project. Additional Jaycees were exposed to the project through committee reports, chapter newsletters, and meeting discussions.

The law enforcement agencies involved in the checkpoints included: State Police (Troops A-G, I, and L); local police departments (Alexandria, Baton Rouge, Bossier City, Chauvin, Columbia, Gonzales, Hammond, Houma, Jonesboro, Lake Charles, Lafayette, Leesville, Oak Grove, Plaquemine, Ponchatoula, Shreveport, St. Martinville, Thibodaux, Ville Platte, and Winnfield); and local Parish sheriffs' departments (Caddo, Caldwell, Calcacieu, East Baton Rouge, Jackson, Lafayette, Rapides, St. Martin's, West Baton Rouge, West Carroll, and Winn). Law officers were recruited both through the coordination of local project contacts and through the Jaycees. Some local officers worked as volunteers while others were paid, and some only assisted in arranging checkpoint locations for LSP troopers.

The State reported that agencies with occupant protection contracts benefitted from their involvement in the checkpoints. The checkpoints allowed these agencies to highlight their involvement with occupant protection on a year-round basis. These groups included: Safety Belt Use Coalition, Bossier City Occupant Protection Program, Lake Charles Safe City Project, Lafayette Safe City Project, and Houma/Terrebonne Child Safe Program. In a Statewide network meeting, coordinators were made aware of the possibility of using the checkpoints to highlight their ongoing occupant protection programs. The coordinators were notified when checkpoints were scheduled in their local areas.

A press conference was held at the State Police Academy in Baton Rouge on June 27 to announce the statewide PI&E and enforcement blitz. Promotional activities began on the Monday or Tuesday before the checkpoints with live television interviews. Live radio interviews were done throughout the week preceding the checkpoints. Wal-Mart stores displayed posters at LifeSavers Candies point of purchase throughout the two-month campaign. LifeSavers Candies radio advertising spots were tagged with a safety belt message during the week checkpoints were conducted in a particular market area.

During July and August of 1988, 108 checkpoints were held in the nine State Patrol troop areas. Additionally, 21 Jaycee-coordinated checkpoints were held. The overall program ran from June 27 through August 10. An estimated 95,000 vehicles were checked and the following incentive items distributed:

- o 2,500 buckle-up frisbees
- o 3,000 vinyl Vince and Larry hand puppets
- o 60,000 miniature Lifesavers
- o 1,500 foam rubber buckle-up visors
- o 500 buckle up Louisiana keychains
- o 25,000 brochures outlining the State's mandatory safety belt use law and child passenger safety law
- o 17,000 fairy tale brochures
- o 8,000 child safety brochures
- o 5,500 automatic protection brochures
- o 7,550 air bags brochures

In addition, 200 fairy tale posters and 5,000 brochures were placed in Wal-Mart stores during the checkpoint activities. Vince and Larry were used at least one day in each area during the checkpoint.

During the campaign, television and radio crews and newspaper reporters covered the checkpoint activities in addition to using HSC prepared news releases. Collectively, five and one-half hours of TV air time, 30 radio interviews, and 402 column inches of newspaper coverage resulted from the checkpoints.

The Safety Belt Use Coalition and HSC launched phase two of the "Safety Belts are Lifesavers Too" campaign with 75 checkpoints conducted by State Police statewide during December 1988. Checkpoints were scheduled for January, February, and March 1989; however the Louisiana Supreme Court struck down the law allowing sobriety checkpoints. Immediately following the court ruling, LSP policy prevented any further checkpoints of any kind.

Traffic courts were to be contacted and asked to provide a one- to two-hour offender education program. Fines were to be waived for those who completed the program. Such a program had already been implemented in the city of Houma.

Information about the offender education program was provided to the Association of Sheriffs at their annual meeting. The program was used by the East Baton Rouge Parish District Court offender program, and the Bossier City Police Department DWI offender program.

State Level Networking

In May 1988, 17 Project Coordinators, SBUC and SAFE Council members, representatives from industry, the State Police and the Highway Safety Commission attended a two-day statewide coordination meeting to investigate methods of coordinating efforts and sharing resources statewide. A second statewide coordination meeting was held in September 1988.

Four newsletters were completed and distributed to over 1,000 individuals. Several local TV PSAs were produced and distributed.

A third statewide meeting was held in February 1989. Subjects covered included the status of industry policies toward mandatory use of safety belts and the biomechanics of a crash on belted and unbelted individuals. The meeting acquainted project coordinators with information that would allow them to get better crash investigation reports from enforcement officers.

Other project activities included:

- o HSC and SBUC participated in the Municipal Association Annual Conference where 700 municipal officials received materials. Video PSAs were taped with several mayors of large cities while mayors of smaller cities taped radio PSAs.
- o Occupant protection information was mailed to all pediatricians and clinics.
- o Booth was set up at the Education Expo.
- o Presentations were made at the annual Woman's Hospital's Child Birth Fair.
- o Belt use survivors were located through statewide newspaper articles.
- o Two legislative bills were prepared to strengthen the occupant protection laws. The first included vans and pickups under the safety belt law, and the second required that any driver be responsible for children in the vehicle, not just parents.
- o Certificates and pins were mailed to 100 new members of the "Saved By The Belt Club."
- o In conjunction with Operation Lifesaver, a joint press conference with railroad officials, HSC, State Police, and law enforcement officers from around the state was held to raise public awareness of railroad crossing safety and safety belt use.
- o Statewide news release for Labor Day Holiday featured the Drive for Life - Headlights On campaign, motor vehicle statistics, and the implementation of the enforcement of van and pickup truck safety belt use.

Automatic Protection Education

Automatic protection information was included in all presentations, educational materials, and media releases. Presentations included four safety meetings at Chevron offshore drilling platforms, Phillips Petroleum in Layette, Sandoz Pharmaceuticals Conference in New Orleans, and the Exxon Plastics Division in Baton Rouge.

"Slow Blow" demonstration air bags were installed in a LSP patrol car, a HSC vehicle, and the HSC based convincer. These vehicles were made available for safety belt demonstrations statewide.

30,000 copies each of two brochures were printed - "Facts You Should Know About Air Bags" and "Protecting Yourself Automatically." They were distributed through speaking engagements, health and safety fairs, educational expositions, and the State Fair. Supplies also were provided to LSP Troops and to local enforcement agencies requesting them.

EVALUATION

Enforcement

It was reported that increased enforcement of the law was a direct result of involving local and state law enforcement officers in the program. However, the State also reported that tickets issued in Monroe, Baton Rouge, Alexandria, and New Orleans have either not been reported or remain low. The impact on tickets written due to the checkpoint program and increased law enforcement education activities appeared to result in a modest statewide increase in citations. Total tickets issued by reporting law enforcement agencies increased from 1,415 tickets and 62 warnings in May 1988 to 1,953 tickets and 184 warnings in September 1988.

Table LA-3 provides citation information for only a small part of the project and only for three law enforcement agencies. This was the only citation data provided in the report.

Table LA-3
Enforcement Results: Warnings/Citations

	<u>5/88</u>	<u>6/88</u>	<u>7/88</u>	<u>8/88</u>	<u>9/88</u>
State Police	26/283	6/51	/139	95/445	34/157*
Lake Charles Police	39/240	1/296	/276	5/261	/410
South Port Police	/96	/107	/175	/220	/461

* Denotes incomplete figure

Observations

An observational survey was conducted in central and northeastern Louisiana in August 1988. These were the areas targeted for emphasis due to low usage. The result of the survey showed that belt use in Central Louisiana increased from 37 percent prior to the activities to 47 percent, and usage in Northeast Louisiana (expected to drop due to active opposition to the safety belt use law) remained stable at 35 percent. However, other areas of the State were not reported nor were any follow-up data provided. Thus, it is not clear from the data what may have caused the change in safety belt use in the central part of the State.

DISCUSSION

The project reports that it was successful in meeting its goals and that the five basic components of the campaign provided the necessary framework for the State to accomplish this. It's reported that, as a result of these activities, safety belt usage increased from 12% in January 1986, to 41% in March 1989.

The State did have multiple activities which could have helped raise the safety belt use rates. The passage of the law probably played a large part in the increase. The various informational activities of the State also probably helped in the maintenance of the use rates.

The only data provided for changes in belt use showed an increase in one part of the State and no change in another area. No follow-up data was provided; therefore long term effects of the program are unknown.

The checkpoints probably did provide an opportunity to increase police officers' awareness of the occupant protection laws, especially the recent changes to the law to include vans and pickup trucks. The project was probably also an effective public relations tool for law enforcement. For example, during the checkpoints, many motorists were reminded that their inspection stickers were overdue.

The increased involvement by local police agencies in occupant protection activities did result in an increased interest in the occupant protection training classes, with over 700 officers being trained during the project. Over 10,000 clipboard stickers with information on the laws were printed and distributed to officers.

The networking of the State appeared to have been excellent. Numerous organizations and groups have incorporated occupant protection into their programs. For example, the Jaycee involvement was reported to have continued after the Checkpoint program ended, and other aspects of the program continue to be used in many small towns around the State as a result of the project.

The State's goal was to raise the safety belt use rate to 55 percent. The State has yet to reach this goal. It appears that a more forceful enforcement effort may be needed. As best as can be determined from the data presented, very few citations are given for violations of the law. Based on the results of other States that have higher use rates, more emphasis should be placed on increased enforcement with associated PI&E.

MISSOURI

The Safety Belt Use Law was signed by the Governor in March 1985 and became effective on September 28, 1985. The law was to expire in April 1989. The provisions of the law applied only to front seat drivers and passengers in cars - other types of vehicles were excluded. The driver is responsible for passengers under the age of 16. Prelaw safety belt use rates were 12 percent and had increased to 34 percent after the first year of the law.

The penalty phase of the law with enforcement of a \$10 fine was to become effective on July 1, 1987. However, the State felt that even with this provision, without the support of an aggressive program to encourage enforcement, public support and compliance with the law, attaining increased usage rates was not likely to occur. To assist with this effort, the State requested a grant.

A \$110,000 grant was awarded to the Division of Highway Safety on May 26, 1987.

PROPOSED GRANT

The Division of Highway Safety (DHS) proposed a 16-month program to increase safety belt use from its current level of 34 percent to at least 50 percent. The following objectives were identified to support the State's overall occupant protection program:

- o Gain the support of State and local officials, law enforcement administrators, and business and community leaders to establish policies and programs in support of safety belt use.
- o Maximize enforcement of the law through the adoption of local ordinances, training support for police and judges, and concentrated enforcement and education programs.
- o Inform and educate the public about the law and benefits of safety belt use and automatic protection systems.

Community Projects

The community projects were to be designed to provide information and education on the benefits of safety belt use and the law enforcement community's commitment to enforcing the law. The State was to conduct two or three special enforcement and educational projects modeled after the Elmira, New York project. Targeted sites were to be from the Northeast area of the State, and the enforcement projects would be

in conjunction with other ongoing community programs. Safety belt use in this area of the State was lower than the State average.

The projects were to be coordinated by the DHS with local officials, community project coordinators, and the University of Missouri. Observational surveys were to be conducted by the University.

Community activities were to include but not be limited to the following:

- o Aggressive PI&E on the benefits of safety belt use and law enforcement's commitment to enforcing the law. In addition to ongoing educational efforts being conducted by community project coordinators, special localized TV, radio, and print PSA's were to be developed and coordinated with media contacts.
- o Support and participation of the local police chief and elected officials to conduct stepped up enforcement campaigns to stimulate compliance.
- o Training of local police officers to encourage their own use of belts as well as enforcement of the law.
- o Coordination of project with community leaders to gain their support and participation.
- o Education and reinforcement programs targeted to students and young adults.
- o Conducting at least one baseline and two observational surveys during the program.

Statewide Enforcement & Training

The DHS, in conjunction with the Superintendent of the State Highway Patrol, was to coordinate statewide enforcement initiatives with State Law Enforcement Associations and local police administrators. Although there was significant support for the law by law enforcement agencies, local agencies have limited enforcement powers without the enactment of a local ordinance adopting the State law. Therefore, a major objective was to work with local officials and Police Chiefs to encourage and support passage of local ordinances.

The following activities were to be conducted to support law enforcement initiatives:

- o Judges' training seminar in conjunction with their annual legislative conference.

- o Recognition program to credit individual officers and agencies for outstanding efforts in supporting the law.
- o Continuation of Safety Patrol activities including education on automatic protection systems.
- o Communication of activities through newsletters, magazines, notices, etc. channeled through the law enforcement community.
- o PI&E to support State and local law enforcement programs. Vince and Larry characters were to be made available to support Safety Patrol activities as well as local initiatives. Billboards were to be erected statewide in support of enforcement, keyed into areas adopting local ordinances. Law enforcement authority figures were to be used for PSAs targeting local enforcement.
- o Enhanced coordination between community project directors and law enforcement officials in developing program initiatives.

Grant funds were to provide refresher training at the State Police Training Academies for instructors plus additional training for Highway Patrol Safety Officers who work with local departments on a daily basis. The academies were to be monitored to determine what refresher training may be required and how provided materials were used. In addition, the DHS was to conduct a training program at the State Joint Law Enforcement Conference.

Networking

A conference was to be held for those involved with safety belt programs. Medical, health organizations, and volunteer groups were to be invited to develop and share techniques and ideas for employee, constituent, and community outreach programs. It was expected that 100-150 individuals would participate.

Automatic Protection Education

State Highway Patrol Safety Officers' vehicles were to be retrofitted with automatic belts and air bags. This would enable officials who speak on safety belt issues daily to incorporate a visual display of these new devices. Print media filler items were to be developed for use in newspapers throughout the State.

Proposed Budget

The proposed budget is presented in Table MO-1.

Table MO-1
Proposed Budget

<u>Activity</u>	<u>Funds</u>
Community Projects	\$54,000
Enforcement	24,300
Police Training	10,500
Networking	4,000
Automation Education	<u>17,200</u>
Total	\$110,000*

- * An earlier minigrant of \$9,850 (\$7,450 for enforcement and \$2,400 for training) was awarded to assist MO in kicking off the penalty phase of the law. This brings the total 403 funds to \$119,850.

FINAL REPORT

In June 1988, the Governor signed into Law Bill 1512 which made the State's seat belt bill permanent by removing its April 1989 expiration date.

The Final Report contained little specific information on the activities conducted under the grant. It contained no citation or observational data. In addition, results of 402 activities were reported and in some cases it was not clear which funds were used for which activity.

Community Projects

An intensive injury prevention campaign for the Northeastern area of the State was coordinated by the University of Missouri, Columbia, in cooperation with Northeast Missouri State University and Kirksville College of Osteopathic Medicine. The project included the following activities:

- o Increased occupant restraint enforcement in two communities in cooperation with local police departments, sheriff's departments, and area Troop command offices of the State Highway Patrol. The sites selected for increased enforcement were Kirksville and Moberly. Very little information concerning the specifics of the community projects was documented, nor was any enforcement or observational data provided.
- o Officers and command staff received specialized training on safety belt and child restraint enforcement during off-duty hours. A training workshop held in Moberly trained 33 Moberly Police officers and 19 Randolph County Deputy Sheriffs. A training workshop held in Kirksville trained 23 Kirksville Police officers, 10 Adair County Deputy Sheriffs, 4 Highway Patrol officers, 1 Northeast Missouri State University officer, and 2 civilians.
- o Both communities passed safety belt and child restraint ordinances which mirrored the State law.
- o Special public information releases were coordinated locally through print, media, radio and television. Local community leaders delivered these messages to voice support of occupant restraints. An analysis of the PI&E effort was reported to have been done but was not included in the Final Report.
- o A Speakers Bureau was developed in Northeast Missouri. Young

people, including many athletes, spoke to high school and junior high students about injury prevention. These speakers worked with over 4,600 students in 22 schools.

- o Monthly safety belt usage surveys were reported as having been done in the target and control communities. Results were not provided in the Final Report.

Statewide Enforcement & Training

- o Vince and Larry costumes were purchased for work with local media and educational networks to emphasize the value of safety belts. The activity was so popular that a two-month backlog resulted and a second set of costumes was ordered.
- o Law enforcement PSAs were developed for local use. The Highway Patrol Superintendent was featured in a radio announcement concerning the penalty phase of the law. The announcement was sent to all radio stations in the State. Over 700 articles were run in newspapers, announcing the penalty phase (how many of these were supported by the grant was not reported).
- o An industry project was undertaken with the Seat Belt Coalition and McDonald's Corporation. The project incorporated driveway exit signs, holiday trayliners, and employee buttons promoting belt usage for all the McDonalds in the State.
- o A project was initiated with the Bus and Truck Association, Highway and Transportation Department, State Highway Patrol, 3M Company, Safety Belt Coalition, and the DHS to make large reflectorized decals with the "Buckle Up" message. Decals were placed on trucks and buses as well as on the patrol cars of 50 police agencies.
- o A workshop was held for representatives from 17 law agencies to promote the child restraint law through enforcement and working with local health and education networks.
- o A July 4th Promotion in the Kansas City Area included metro law enforcement agencies giving free tickets to a Royals' baseball game to reward drivers who were using their safety belts. The Royals' organization developed a PSA promoting the effort at no cost to the project. A "Buckle Up" message was flashed on the scoreboard for the rest of the season.

- o NHTSA's Instructors Training Program was conducted for Highway Patrol Safety Officers. These officers were then used to train at least 16 local enforcement agencies.
- o Roll call training program was developed through the Highway Patrol's Training Academy and distributed to all law enforcement agencies in the state.
- o Training tapes for proper belt and child restraint usage were purchased and loaned to local enforcement agencies and health educators. Demand was so high that additional tapes were bought with 402 funds.
- o Joint Law Enforcement Conference which promoted the benefits of enforcement was attended by over 250 police administrators.

Networking

- o Employer workshop was held in cooperation with the Seat Belt Coalition - 115 individuals representing over 50 organizations and companies attended.

Automatic Protection Education

- o Nine Highway Patrol vehicles were fitted with passive restraint demonstrators.
- o Passive Restraint Display was completed and incorporated into DHS's exhibits at major conferences throughout the State.
- o Print media fillers were developed and distributed statewide (402 funds).

EVALUATION

The only citation and observational data were from a quarterly report. None was provided in the final report.

Enforcement

Table MO-2 presents the data contained in a quarterly report. The data do not indicate which of the months were part of the Project activities. As can be seen, the level of enforcement was not high.

Table MO-2
Enforcement Results

	<u>Kirksville</u>	<u>Moberly</u>
July 1987	26	6
August 1987	20	10
September 1987	17	7
October 1987	5	39
November 1987	9	15
December 1987	17	11
January 1988	70	15

Observations

Table MO-3 presents observation data from the same quarterly report. Again, it is not clear when the Community Projects were run. It is assumed that the Cities of Mexico and Warrensburg are control cities but this was not specifically stated. These (interim) results show larger increases in belt use in the control cities compared to the target cities.

Table MO-3
Observations

	<u>December</u>	<u>May</u>
Kirksville	25%	29%
Mexico	20	32
Moberly	20	23
Warrensburg	26	31

DISCUSSION

The grant is difficult to evaluate because of missing data and documentation. The Final Report contained little more than general information on the activities conducted under the grant.

The State selected two Northeast area communities to run an intensive injury prevention campaign. The effort was in cooperation with local police and sheriff's departments, and area offices of the Highway Patrol. Officers in both communities received specialized training on safety belt and child restraint enforcement during off-duty hours. Both communities passed safety belt and child restraint ordinances which mirrored the State law. Special news and informational releases were coordinated locally through print, media, radio and television. Representatives of a Speakers Bureau of young people spoke to high school and junior high students about injury prevention.

The Final Report contained no data on citations or observations from the Community Projects. Therefore, it is difficult to determine what results, if any, were obtained from the Community Projects, or if the State reached its goal of 50 percent safety belt usage. Interim data presented in one of the quarterly reports shows belt use increasing to a larger extent in the control communities.

The majority of the Statewide Enforcement component objectives of the grant appear to have been met. Vince and Larry costumes were purchased for work with local media and educational networks. Law enforcement PSAs were developed for local use. Industry support was undertaken with the Seat Belt Coalition and McDonald's Corporation. A special Buckle Up project was undertaken with the Bus and Truck Association and the 3M Company to make large reflectorized decals with the "Buckle Up" message. A Child Restraint Law workshop was held for representatives of 17 law agencies.

The majority of the Police Training component objectives also appear to have been met. Numerous local police agencies received occupant protection training. A roll call training program was developed and distributed to all law enforcement agencies in the State. Training tapes were purchased and loaned to local enforcement agencies and health educators. NHTSA's Instructors Training Program was conducted for Highway Patrol Safety Officers. A Joint Law Enforcement Conference was presented to over 250 police administrators.

Networking was accomplished through an employer workshop held in cooperation with the Seat Belt Coalition.

The Automatic Protection Education component included nine Highway Patrol vehicles fitted with passive restraint demonstrators and a passive restraint display shown at major conferences.

MONTANA

The State reports having a vigorous program in the occupant protection area since the early 1980s. The Highway Traffic Safety Division (HTSD) has maintained an active program. Early projects of renting and lending child safety seats established the HTSD's role in educating, promoting, and networking with others to increase the use of occupant restraints. These early efforts resulted in over 50 CSS loaner programs and, with other efforts, resulted in a mandatory child safety seat use law in 1981. Beginning in 1983 with the Safety Belt Challenge in the City of Helena, HTSD helped to establish the need and usefulness of community programs. The Helena experience led to three more programs and resulted in safety belt use rates increasing from 17 percent in 1984 to over 30 percent in 1987.

With extensive support by the Safety Belt Coalition, DUI Task Forces, and many citizens, a mandatory seat belt law was passed on April 9, 1987. The law became effective on October 1, 1987, with the penalty portion becoming effective January 1, 1988. The law covers all seating positions in vehicles that are required to have safety belts. Citations can be issued only after a driver is stopped for another traffic infraction (secondary enforcement).

It was the State's desire to maintain strong community programs with continued public information, law enforcement training, and law officers taking an active role in supporting the laws. The State felt that the grant would aid in maintaining a creditable and balanced program over the next several years.

A \$97,000 grant was awarded to the Department of Justice, Highway Traffic Safety Division in August 1987.

PROPOSED GRANT

The HTSD proposed a 14-month project to continue a strong partnership between the public and private sectors and to make the new law as effective as possible. The ultimate goal of the State was to increase seat belt use to 50 percent, decrease fatalities by 44 per year, and decrease serious injuries by 700 per year. The specific objectives of the grant were to focus on law enforcement training and the development and implementation of statewide enforcement initiatives, the support of Elmira type programs, automatic protection education, and networking with medical groups, hospitals, and schools. The State was to evaluate the impact of the activities in terms of enforcement of the law, safety belt use rates, and occupant fatalities and injuries during the first year the law was in effect.

Community Projects

The State proposed to implement six to eight community incentive projects, which were to run until January 1988, when the penalty phase of the law began. Two of the community projects would be chosen to implement Elmira-type programs. A strong base for enforcement was to have been established during the period prior to the Elmira projects through an extensive public information campaign, the training of state and local law enforcement officers, and the promotion of enforcement through meetings of chiefs of police and sheriffs.

Each Elmira project was to have two to three waves of enforcement and publicity over a six-month period starting in April 1988. The following activities were to be part of each project:

- o Aggressive PI&E on the benefits of seat belt use and the law officers' commitment to enforcing the law.
- o Support of local city officials and law officers to conduct stepped up enforcement activities to require compliance with the law.
- o Training of law officers to enforce the law and to use their own seat belts.
- o Coordination of project initiatives with community leaders to gain their support and participation.
- o Education programs targeted at young adults and students.
- o At least one baseline and two additional surveys during each of the projects.

Statewide Enforcement & Training

The State proposed to provide 20 community minigrants to law enforcement agencies, and civic and service groups. The grants would support programs which enhance the enforcement of the occupant protection laws. The grantee was to develop and distribute a media program to enhance the enforcement. The State would produce and distribute a series of television and radio PSA's and informational print materials. The PSAs would both aid in raising public perceptions of the likelihood of being cited for nonuse of occupant protection devices and to make clear that the law had wide public support.

In addition, the grantee was to conduct one or two meetings with law enforcement management. The meetings would provide chiefs of police

and sheriffs with a structured opportunity to become familiar with the law, to understand the importance of occupant protection use, to understand the role of enforcement, and to understand the need for belt use policies within their own agencies.

One statewide training session was proposed to train approximately 50 local law enforcement training officers. Selected areas of the State also were to be provided funds to train approximately 200 local officers. In addition, State funds were to be used to produce videos for in-service training of officers.

Networking

The HTSD proposed that approximately ten local area meetings were to be conducted throughout the State. The purpose was to expand on a solid base of coordination already established with a vast array of organizations and associations. These included the Safety Belt Coalition and the Association of Women Highway Safety Leaders. Local safety belt coordinators would be used to coordinate the meetings.

Automatic Protection Education

It was proposed that automatic protection education be folded into all occupant protection education activities. A brochure was to be developed to include more detail than existing information materials. The brochure and other materials would be reproduced and distributed in conjunction with the many opportunities for general public exposure. Two air bag demonstrators were to be used for training, exhibits, and special events throughout the State.

Proposed Budget

The proposed budget for the effort is shown in Table MT-1.

Table MT-1
Proposed Budget

<u>Activity</u>	<u>Funds</u>
Community Program	\$40,000
Statewide Enforcement	26,800
Enforcement Training	18,200
Networking	4,000
Automatic Protection Education	<u>8,800</u>
Total	97,800

FINAL REPORT

In order to accomplish the goals and objectives of the statewide program, a combination of Federal 403 and 402, and State funds were intended to be used. The State reports that certain activities and milestones indicated in their proposal were dependent on one or more of these funding sources. Because Fiscal Year 1988 402 funds were not approved by Congress until mid-February, the State reports that certain tasks were delayed.

In addition, it is not always clear from the Quarterly and Final Reports which activities were funded from the 403 grant. In some cases, the State reported which funds were used for the activity, while in others, they did not. Where possible, activities funded by other funding sources are so indicated.

Community Projects

Six community based incentive projects were completed prior to January 1988. Two of the programs, Hamilton and Polson, ran for three months and four, Butte, Bozeman, Havre and Kalispell ran for six months.

The HTSD planned to have part-time educational coordinators remain in these communities, but as the funding was to come from 402 funds, it was not possible to do so. Only two coordinators were funded with carryover monies during the first quarter of the project. During the second quarter, three more part-time coordinators were hired.

The coordinators conducted seat belt workshops and educational classes for businesses, schools and other organizations. They conducted monthly surveys, distributed PI&E materials, and provided a necessary link between the public and private sectors. A meeting of the State's coordinators, HTSD staff, and the Highway Patrol safety and education officer was held in June 1988. The coordinators presented the activities that each had conducted in their communities. Local PSAs and materials were exchanged, and future plans were discussed.

HTSD selected Kalispell and Missoula in which to conduct the enhanced enforcement component of the Projects. Both communities had strong law enforcement interest and efforts in the past. Two waves of concentrated enforcement and publicity were used to increase the public's awareness and use of occupant restraints. The first wave of enforcement started May 1 and lasted to June 30. During July there was no extra enforcement. The second wave was conducted during August and September.

Other activities included:

- o Flathead County project produced five TV and radio PSAs. The Coordinator made 43 appearances (no additional information provided). Seat belt articles appeared 18 times in local newspapers.
- o Missoula project developed a logo and animation opening for use with their PSAs, held a networking meeting, and provided TV and radio stations with various PSA's.

Statewide Enforcement & Training

Proposals for approximately 20 minigrants, for support of programs which enhance enforcement of the seat belt law, were solicited statewide. Due to a lack of interest from communities, the program was not initiated.

It was reported that the statewide enforcement occurred, for the most part, in larger cities and on rural highways. Enforcement in the smaller cities was quite low.

A contract was initiated with the Safety Belt Coalition for the development, production and distribution of a media program to enhance the enforcement of the law. Fifteen TV and radio PSAs utilizing law enforcement personnel and medical professionals were produced. Two TV and radio PSAs were produced for the State's six major population areas, specific to each area. TV and radio PSAs featuring the governor and chief administrator of the highway patrol were produced for statewide use.

A question and answer brochure covering the new law was used by law enforcement agencies as a handout and it was placed in numerous public areas such as banks, local government offices, and driver examination stations. Another handout containing information on the mandatory use laws was produced and distributed at 13 ports of entry along the Canadian border. It was handed out by police officers when issuing citations and when making presentations, and it was distributed at high traffic public locations.

The HTSD contracted with the Law Enforcement Academy to conduct a series of meetings with Chiefs of Police and Sheriffs. The objective of the meetings was to enhance understanding of the law. The meetings also stressed the importance of law enforcement's role in increasing the public's use of occupant protection devices, and the need for a

use policy within their own agencies and for officers to use safety belts. Meetings were conducted in Missoula, Bozeman, Great Falls, Glasgow, and Billings in October 1987. A total of 56 sheriffs and police chiefs attended.

The HTSD also contracted with the Academy to conduct a Train the Trainers Program. The training session was held in Bozeman during December 1987. All enforcement jurisdictions of the State were invited, expenses paid, to attend the workshop. A total of 26 jurisdictions were present. Attendees were each provided an instructor's manual, accompanying video tape, and a complete set of overheads to assist them in conducting training in their own jurisdictions. The session was video taped and made available to jurisdictions which were unable to attend.

Five Highway Patrol officers were selected and sent to a four and one half day occupant protection and enforcement workshop in Boise, Idaho in June 1988. Funding for the training came from 402 funds. The five were then to conduct training throughout the State as needed and requested. No additional information was provided.

Networking

The HTSD contracted with the Association of Women Highway Safety Leaders to conduct networking meetings in Miles City, Glasgow, Glendive, Lewistown, and Dillon. The intent of the meetings was to improve communications, knowledge and local area programming in occupant protection. The meetings were attended by 63 persons representing 15 separate communities. Attendees included hospital administrators, county extension agents, driver education instructors and law enforcement personnel. Local media covered the meetings.

Local coordinators held networking meetings in Flathead, Missoula and Yellowstone counties; approximately 150 individuals attended.

Automatic Protection Education

Automatic protection information in regards to child restraints was incorporated into the HTSD's Child Restraint pamphlet. A 16 page brochure was finalized (402 funds). It features automatic seat belts, airbags, rear seat belt use, child restraint use and CSS use with automatic restraints and airbags, and the law. Pamphlets combining information on automatic seat belts, airbags and rear seat belts were produced and distributed. A seat belt and airbag demonstration unit was assembled and used at the five largest fairs in the State in July

and August, and in local schools. It was reported that the unit will continue to be used in schools and for other large presentations.

Other Activities

It is not clear whether the following activities were funded from the 403 grant.

Forty two standard highway signs were produced and posted on roadways entering the State and on selected points on primary and interstate highways. Additional signs were provided by the Safety Belt Coalition and placed at private parking lots and other urban locations.

Examples of other activities include:

- o Two sets of Vince & Larry costumes were used in schools, fairs, parades, and public presentations. Two Vince and Larry posters were produced, one with Vince & Larry in Western garb.
- o Youth oriented multi-image slide presentation "A Matter of Time" was demonstrated throughout the State at high schools and networking meetings. The education officer of the Highway Patrol produced a 20-minute video in conjunction with the multi-image slide presentation.
- o Two seat belt convincers were demonstrated throughout the State.
- o A billboard was displayed at 53 locations throughout the State.

EVALUATION

Enforcement

Prior to January 1988, when the penalty portion of the seat belt law became effective, it was determined by the State that effective law enforcement would require a minimum of 500 citations statewide per month. It is not reported how this level of enforcement was established. Table MT-2 presents the number of citations issued during the first 10 months of 1988. It is not reported whether the October rate is complete, as it indicates a significant reduction in statewide enforcement. Even with the reduction in October, the 500 citations per month goal was reached.

Table MT-2
Statewide Enforcement Results

<u>Time Period</u>	<u>Number Issued</u>
1/88	1173
2/88	1217
3/88	1422
4/88	1257
5/88	1367
6/88	1065
7/88	1213
8/88	1096
9/88	1320
10/88	737

For the Elmira Projects, citations for Kalispell and Missoula are presented in Table MT-3. It was reported that the level of enforcement was not significantly different than for the rest of the State during these time periods.

Table MT-3
Elmira Sites Enforcement Results

	<u>Kalispell</u>	<u>Missoula</u>
April 1988	--	95
May*	52	118
June*	53	89
July	55	91
August*	60	110
September*	62	99

* enforcement months

Observations

With the passage of the law, the State determined that quarterly surveys would be necessary to properly and effectively implement the law and measure it's overall effects. The surveys were conducted by HTSD staff at predetermined sites on all types of roadways in the State's 18 counties, and were performed the same way for each survey. Counties were selected using a stratified random sampling technique based on populations. Additional monthly surveys were conducted in five major cities in order to maintain reliable program data. HTSD reported that the surveys had a 95 percent confidence level of usage of + or - one percent.

The six community incentive programs were completed prior to January 1988 (before law had penalties). Two of the programs, Hamilton and Polson, were for three months duration and four, Butte, Bozeman, Havre and Kalispell were for six-months duration. Table MT-4 presents the observed use of safety belts in these communities. As can be seen from the Table, only county names are identified. It was not reported which city was in which county. All counties experienced substantial increases in belt use.

Table MT-4
Observations - Incentive Program

<u>Community</u>	<u>7/87</u>	<u>8/87</u>	<u>9/87</u>	<u>10/87</u>	<u>11/87</u>	<u>12/87</u>
Ravalli County	16%	25%	33%	40%	--	--
Lake County	10	10	22	21	19%	24%
Butte-Silver Bow	10	19	22	30	34	40
Gallatin County	37	32	36	37	43	42
Hill County	9	18	21	36	35	35
Flathead	14	30	35	42	43	44

Table MT-5 presents observed safety belt use in the Elmira projects and for the State. The rates in Kalispell rose following the law implementation and basically stayed at the increased level until the Elmira project. During this time period, the rates were about 10 percentage points below the State average. It appears that the Elmira project increased the rates to about the State average. The rates in Missoula jumped above the State average with the implementation of the law, but had fallen below the average before the Project started. The first enforcement wave appeared to increase the use in Missoula to the State average, but at the time of the repeal initiative, the rates dropped significantly, and remained at that level.

Table MT-5
Observations - Elmira Projects

<u>Time Period</u>	<u>Kalispell</u>	<u>Missoula</u>	<u>Statewide</u>
September 1987	37%	36%	33%
October (Law effective)	45	55	46
November	45	52	
December	43	49	
January 1988 (Penalties)	46	51	57
February	46	52	
March	47	53	
April	48	53	59
May	51*	57*	
June	59*	62*	
July (Repeal initiative)	59	49	61
August	60*	47*	
September	59*	48*	
October	56	47	61
November (Repeal vote)	58	49	

* Increased Enforcement Periods

DISCUSSION

The State used a variety of approaches and activities to increase safety belt use from 33 percent in September 1987 to 61 percent in October of 1988. Initial success came from community based incentive programs which significantly raised belt use. These communities had substantially higher use rates than did the rest of the State. Law enforcement was active once the penalty phase of the law went into effect in January 1988. Police officers issued over 1,000 citations per month for the first nine months of 1988.

During the project, the mandatory belt use law was subjected to a referendum vote. Residents voted overwhelmingly to retain the law, making Montana the first State to successfully defeat the repeal of a mandatory belt use law. The various occupant protection activities of the State, including the 403 grant, appeared to have contributed to the defeat. The State reported that in the communities which had programs, the vote was generally in favor of keeping the mandatory use law.

The objectives of the grant and other activities of the State were to increase belt use to 50 percent, decrease fatalities by 44 persons, and to decrease injuries by 700. By the end of the grant period safety belt use was over 60 percent, and the State had a decrease of 41 fatalities as of December 1988. Injury data was not available at the time the Final Report was written.

Most of the occupant protection activities of the State seem to have contributed to the statewide increase in belt use, except for the Elmira projects. Citation rates in the two project sites were not substantially greater than in other communities in the State. Belt use rose in one of the sites to the State average, but decreased a like amount in the other site. The decrease appears to be associated with the law repeal initiative, but it is not possible to determine whether this was the actual cause.

NEW JERSEY

On March 1, 1985, New Jersey became the second State to enact a mandatory safety belt use law. The law requires all front seat occupants to use safety belts. An observational survey done in February 1985 showed that statewide safety belt use was 18 percent. A second survey done in July 1985 showed the rate had increased to 40 percent, but by July 1986 had decreased to 35 percent and was unchanged in January 1987. The State felt that much remained to be accomplished to again increase belt use and to convince the motoring public that the most effective protection against death and injury in a crash is a seat belt.

The State felt that the role of law enforcement was to actively enforce the laws and to make the public aware of how occupant protection systems work and the need and benefits of these devices. In addition, a well developed PI&E effort was needed as a vital part of public awareness. The State requested two grants to assist them in increasing enforcement and publicity of the law. The first grant would be for Elmira-type community enforcement programs and the second for a statewide enforcement program.

A \$126,000 community enforcement grant was awarded to the Division of Motor Vehicles, Office of Highway Safety in August 1987, and a \$174,000 statewide enforcement grant was awarded in September 1987.

PROPOSED GRANTS

Community (Elmira) Enforcement Grant

The Office of Highway Safety proposed the following specific goals for the 13-month community enforcement program:

- o Increase seat belt use through a selective traffic enforcement approach linked to a media campaign.
- o Use PI&E activities to increase recognition of the risks of not using belts and the risks of being ticketed and fined.
- o Conduct in-service programs to train all enforcement officials in the seat belt enforcement program, even those not directly involved or participating in the enforcement.
- o Raise belt use by at least 15 percent.

In an attempt to raise compliance with the seat belt law, four communities were to conduct an intensified publicity and enforcement campaign for a year. The program was to consist of three waves of activities. Each wave was to last for three weeks, with one week of publicity, one week of publicity and warnings, and one week of publicity and the issuance of citations for violations of the occupant protection laws. In each community, a coordinator was to be responsible for all record keeping and data collection, contacting the media to assure their participation, and developing and implementing enforcement strategies.

The sites were to be selected using the following criteria:

- o Municipalities of at least 30,000 population.
- o Police agencies willing to implement a mandatory use policy for their personnel; issue warnings during the second week of each wave and citations during the third week; provide necessary resources to work with the media; and conduct surveys of baseline belt use and use following each activity wave.

In each community, PI&E activities were to include the following:

- o Developing and distributing educational materials regarding the safety belt law and the value of occupant protection devices, including a kickoff press conference, use of radio and television PSA's, newspapers, and participation of city leaders and civic organizations to reach local businesses.
- o Providing materials to enforcement personnel for distribution during violator contacts and local safety programs.
- o Preparing and delivering press releases and conducting press conferences to inform drivers about a special program to enforce the seat belt law.

Chiefs of Police were to develop and enforce a written policy stating that all officers would use seat belts. Because the law is a secondary offense, enforcement strategies were to be developed using other motor vehicle violations to apprehend violators and issue safety belt citations (e.g., during speed enforcement and routine patrols). Courtesy warning cards were to be used by officers when no primary violation was suspected. The warnings were to serve as an education tool and provide information on the law and the benefits of using occupant protection devices.

Data was to be collected on the number of traffic citations and courtesy warnings issued during each wave, and as a part of crash investigations, to determine whether occupant protection devices had been used. The total number of hours dedicated to enforcement during each wave also was to be recorded.

Observational surveys were to be conducted by enforcement officers prior to and following each wave of activities. Officers were to be trained to conduct the surveys. The surveys were to take place at controlled intersections. Only passenger cars and station wagons with State plates were to be included in the surveys. Two officers were to be used to conduct the surveys, with one identifying which occupants were using safety belts, whether driver or passenger, gender, and estimated age. The second officer was to verify the information and record it. The total number of surveys and when and where the surveys were to be done was to be determined by each local agency. Survey procedures were to remain consistent throughout the project.

The proposed budget for the community enforcement grant is shown in Table NJ-1.

Table NJ-1
Proposed Budget - Community Grant

<u>Activity</u>	<u>Funds</u>
Program Coordinator	\$20,328
Local Directors	12,480
Police Overtime	77,760
Surveys	1,000
Postage	2,000
Materials	<u>12,432</u>
Total	\$126,000

Statewide Enforcement Grant

The State proposed a 12-month grant that would focus on efforts to expand current State, county and local activities to increase occupant protection use. Activities were to include enforcement and PI&E. In order to create a change in attitude and the resulting behavior, areas of resistance to wearing occupant protection devices and lack of knowledge were to be aggressively addressed. The objective was to increase usage from 35 to 50 percent by the end of 1988, and reduce

the deaths and injuries resulting from vehicle crashes. All activities of the program were to be managed and coordinated by the Office of Highway Safety.

Statewide Enforcement & Training

The State felt that the law enforcement community played a very important role with respect to occupant protection use. A portion of motorists would use occupant restraints simply because of the law. Others would have to be reminded through the issuance of citations and warnings, and observing officer use of safety belts.

The mandatory safety belt use law had not been as well received by the enforcement community as the State had anticipated. The State felt that there probably would not be a significant increase in safety belt use by the public until all or most of the police officers begin using their belts and taking some form of enforcement action.

The State also felt that police officers not wearing safety belts were leading a large portion of the motoring public to believe that restraints were unnecessary and unimportant. Law enforcement personnel were to be reminded that they are always in the public eye.

The Office of Highway Safety was to conduct a seminar for police chiefs and prosecutors to obtain their understanding and support for belt law enforcement and police belt use policies. Emphasis was to be placed on the importance of enforcing the law and the benefits of safety belts not only to the motoring public, but also to the law enforcement community.

Safety belt training for police officers was to be expanded. At the time of the grant, there were 17 police academies which offered training to officers. These agencies were to be assisted in developing a training program on safety belt use and enforcement, both for recruits and in-service training for officers. The following topics were to be included in the training:

- o Proper use and safety benefits of occupant protection devices for the public and the officers themselves.
- o Crash investigation and reconstruction training to improve the accurate reporting of occupant protection device use or nonuse, and position of occupants in crashes.
- o Strategies for enforcing the occupant protection laws.

Educational training programs also were to be made available to police agencies active in presenting proper restraint use information to their communities. Agencies which were not providing this service to their communities were to be encouraged to do so.

Several law enforcement agencies were to be awarded small grants for conducting innovative enforcement programs within their respective communities. The grants were to include the following activities to increase the use of occupant protection devices by the public:

- o Developing support by community groups for the project.
- o Planning and implementing a PI&E campaign - materials would be available for distribution on the law and benefits of using occupant protection devices. Presentations were to be made at schools, to volunteer organizations, and to other special interest groups. The "Convincer" would be provided for educational exhibits at shopping malls, businesses and schools.
- o Implementing an ongoing enforcement campaign using selective enforcement strategies (e.g., radar speed enforcement). DWI and survey checkpoints were to be used for the distribution of educational materials.
- o Cooperating with the Office of Highway Safety in the evaluation of project activities.

Networking & Public Awareness

An aggressive PI&E campaign was to be conducted through extensive networking to provide face-to-face educational activities and programs. All activities and programs were to be implemented by a broad range of state, county and local "grass roots" organizations and groups. The Safety Council, Hospital Association, and the Committee For Safety Belt Use were to be worked with closely on the program.

In order to effectively reach all citizens, special interest county and community groups would be asked to support the occupant protection cause. The following groups were to be asked to participate:

- o Emergency Medical Services, to be provided materials to distribute to crash victims in hospital emergency rooms.
- o DWI Task Forces, to be provided information that safety belt usage is the best defense against a drunk driver.

- o Student DWI Task Forces, to be provided educational materials, tapes, posters and films on the benefits of safety belts for use in their programs.
- o First Aid Council, to continue to educate the public that safety belts save lives and reduce injuries.
- o Public Works Association - county and municipal engineers were to endorse the use of safety belts and distribute materials to employees.
- o County strike force operations - a safety restraint brochure was to be developed and distributed by police officers participating in local operations.

Drivers were to be informed that citations were being issued to enhance the perception of the risk of apprehension and conviction for noncompliance. Data from safety belt use surveys and accident reports regarding use and nonuse of occupant protection systems where persons who were buckled up escaped death or serious injury, were to be made available to the motoring public. PI&E efforts also were to target out-of-state motorists.

A number of police departments were already providing occupant protection education to schools, civic groups, and various service organizations. For these departments, brochures, pamphlets, films, slides, and related occupant protection incentive materials were to be provided.

Automatic Protection Education

The Office of Highway Safety was to demonstrate and answer some of the most asked questions about the use and effectiveness of automatic protection. The State felt that many people did not know about automatic protection systems.

Demonstration vehicles capable of showing how the air bag system works were to be acquired. The vehicles were to be operated by office personnel and taken to malls, fairs, schools, and safety belt workshops and seminars. The safety belt "Convincer" program would be coordinated with the demonstration vehicles.

Proposed Budget

The estimated budget for the statewide enforcement grant is presented in Table NJ-2.

Table NJ-2
Proposed Budget - Statewide Enforcement Grant

<u>Activities</u>	<u>Funds</u>
Salaries	
Highway Safety Specialist (1/2 time)	\$20,328
Personal appearances	6,000
Police overtime	24,000
Instructors	5,440
Police Chief and Prosecutors Meeting	15,000
Police Training	
Develop curriculum	8,500
Training materials	37,060
In-house training	11,000
PI&E	
Campaign	10,000
Materials, printing, and brochures	11,000
Workshops	1,000
Automatic Protection Education	
Airbag demonstrators	6,000
Vehicle expenses	14,672
Brochures and pamphlets	4,000
TOTAL COSTS	\$174,000

FINAL REPORT

Community Enforcement Grant

The State chose four communities for the program: Livingston, Manchester, Medford and Pennsauken Townships. The program consisted of three campaigns conducted over a one-year period. The duration of each campaign was three weeks. The first week was dedicated to encouraging people to buckle-up and informing the public of the program through intense publicity. The second week keyed on motorists not wearing belts, with the police issuing warning tickets. During the third week, the police issued citations for nonuse.

Prior to the implementation of the programs, training was conducted for all police officers, even those not directly involved in the program. General safety belt information and an overview of the program were discussed. Special training was held for those officers who were responsible for conducting the safety belt observational surveys.

Press conferences were conducted to formally kick off each program. The primary purpose was to inform motorists of the program and obtain media exposure. The week of publicity for each campaign was geared towards increasing recognition of the risks associated with not using seat belts and the risk of a summons and fine.

During the warning phase, police handed out printed warnings to motorists detected for seat belt violations. The warnings were about the same size and color as a ticket, with program information on the back. Warnings were issued by police during routine traffic patrols and overtime patrols devoted specifically to enforcing the occupant protection laws. During the citation phase, it was reported that summonses were issued for all detected seat belt violations.

The program was coordinated by the Division of Highway Traffic Safety. A coordinator was assigned to oversee program activities and assure that all components of the program were carried out. Local Coordinators were selected who were responsible for the development and implementation of the individual Projects.

A summary of community activities follows.

Livingston Township

- o Program coverage was provided by radio and cable television.
- o Continental Insurance Company displayed several buckle-up signs around their building.

- o Safety belt exhibit was displayed at shopping malls.
- o A poster was displayed by local business. Signs were posted at entrances to town, and between the police department and municipal building.
- o Education program was given to private and public schools and civic organizations - e.g., to 250 Rotarians and Boy Scouts.

Manchester Township

- o Interviews were conducted by six newspapers and four cable television stations. Radio stations aired 60 PSA's.
- o Safety belt poster contest was conducted for elementary schools and an essay contest for secondary students. The winning entries were displayed at the Town Hall.
- o Seventeen banks distributed 11,000 informational cards.
- o Banners were posted at busy intersections.
- o Buckle-up signs were posted at various locations in the Township.
- o Over 20 presentations delivered to 2,700 students and 620 representatives of local organizations.
- o A local resident, who survived a tremendous crash and was using safety restraints, was commended at the White House by the President during signing of proclamation declaring National Safety Belt Week, and was featured on numerous local radio and television shows.

Medford Township

- o PSAs were aired by regional radio stations. Articles on the Program appeared in newspapers.
- o Coordinator distributed 100 occupant protection posters to schools and public agencies.
- o Street banner "Arrive Alive - Buckle The Belt" was hung across major streets.
- o A postage meter stamp was designed depicting a safety belt with the message "Seat Belts Work - A Model Safety Community." All official mail had the imprint.

- o Police made presentations to all three high schools, and to senior citizens centers.

Pennsauken Township

- o Cable television aired PSAs and newspapers wrote several articles covering the program.
- o Three large banners "Pennsauken Cares About You, Buckle Up" were posted at various locations.
- o Education program was given at the schools, and poster and essay contests were conducted for students.

Statewide Enforcement Grant

Seven police agencies were awarded small grants for the purpose of conducting innovative safety belt enforcement and PI&E projects within their communities. The purpose of the program was to place an emphasis on the enforcement of the safety belt law and educate the public on the benefits of using occupant protection systems. The following police agencies were selected to participate: Franklin Township, Jackson Township, Maple Shade Township, Millburn Township, Pennsville Township, Washington Township, and Winslow Township.

Each project was run for approximately six months. During this time, two three-week campaigns were conducted. During the first week, the public was informed of the project and encouraged to use safety belts. During the second week, motorists not wearing safety belts were issued warning tickets. Citations were issued during the third week of each campaign.

All police departments administered safety belt training to their officers prior to the enforcement component of the program. Each police chief issued directives requiring the use of safety belts by all officers while on duty.

Following are examples of activities conducted by the seven police agencies:

Franklin Township

- o The program was officially kicked off at a press conference on March 11, 1988.
- o Safety belt educational programs were conducted in the schools and offered to civic organizations.

- o A local newspaper conducted a 10-week advertising campaign, where bumper stickers were placed in the paper and readers asked to place the stickers on their vehicles. Police officers while on patrol identified the license plate number of vehicles having the bumper sticker and the driver became eligible to receive a \$25 gift from one of the advertisers.
- o PSAs and various newspaper articles appeared in the press throughout the campaign to sustain public awareness.

Jackson Township

- o Campaign was initiated on April 21, 1988 with a press conference covered by local newspapers and radio stations.
- o Publicity throughout the Program was promoted bi-weekly by a newspaper. PSAs were aired on radio and cable television.
- o The Traffic Safety Bureau cosponsored a poster and bumper sticker contest with the Board of Education to promote the use of safety belts. The contest was open to all students in the public schools. Winning bumper stickers were reproduced and distributed throughout the Township.
- o Numerous presentations on occupant restraints were given to high school students and community groups.

Maple Shade

- o A press conference was held during the month of April 1988 to formally kick off the campaign. Cable TV televised the press conference and aired it several times during the program. Approximately 6,000 homes had the capability of viewing the event.
- o Cable TV also broadcast other safety belt related programs throughout the campaign. For example, "Vince and Larry" PSAs were aired on a daily basis.
- o "Buckle Up For Safety" banners were hung across major roadways.
- o Two major businesses placed safety belt messages on their lighted billboards.
- o Twenty four safety belt presentations were given at civic organizations and schools.

Millburn Township

- o A press conference to kick off the program was held on April 5, 1988. All local media, including print, radio and cable TV were present to report on the event.
- o Nineteen safety belt presentations were given to educate the community on the benefits of safety belt use and the consequences of not complying with the law.
- o Program activities were covered by a local newspaper throughout the program.
- o A warning ticket was developed which included general information on seat belts.

Pennsville Township

- o A press conference was held April 9, 1988, to kick off the project.
- o A local radio station ran daily PSAs.
- o Local newspapers supported the project by running feature safety belt articles.
- o One hundred fifty letters were sent to local businesses asking for their support.
- o Local high school students prepared 1,500 letters discussing the project. The letters were sent to Township residents.
- o Fourteen presentations on occupant restraints were given to approximately 500 people from various community organizations.

Washington Township

- o On March 11, 1988, a press conference attended by approximately 200 people was held to kick off the program.
- o Safety belt presentations were given to civic groups and to the two schools within the Township.
- o Newspaper coverage of the project was provided by the Philadelphia Inquirer and a local paper.
- o The police department held a seat belt awareness day at a local car dealer.

Winslow Township

- o On March 25, 1988, a press conference was held to kick off the program. The conference was attended by State, county and local dignitaries who voiced support for the program. Area newspapers, radio and cable TV reported on the conference.
- o The Shadow Traffic Network, a service that provides daily traffic reports on a dozen area radio stations, presented various PSAs on different stages of the project during the morning and afternoon rush hour reports.
- o Reflective safety belt signs were displayed at various locations in the Township.
- o PSAs were broadcast on AM and FM radio stations in Philadelphia and the South New Jersey area.
- o Police personnel conducted presentations for various groups and schools using lectures, video exhibits and handouts.
- o During the month of September, the police department participated in a Police Appreciation Day at one of the local shopping malls. A booth was set up with video programs and literature pertaining to safety belts.

Statewide Enforcement & Training

To reach the law enforcement community, a conference about seat belts and police fleet safety was held in Atlantic City during September 1988. The focus of the event was law enforcement professionals talking with their colleagues about keeping personnel safe. Topics also included the enforcement of the safety belt law and liability issues. Approximately 250 police executives were in attendance.

A grant was given to the State Police to allow a trooper to devote full-time to occupant protection safety. The trooper was trained in the Occupant Protection Usage and Enforcement Instructor Preparation Program at TSI in Oklahoma City in July 1987. The officer was invited to return as an instructor in June 1988.

Occupant protection education programs were provided to local police departments. The program encouraged officers to increase their use of restraint systems and addressed the need for increased enforcement of the occupant protection laws.

In an effort to obtain program visibility, occupant protection presentations were conducted at the monthly meetings of the Traffic

Officers Association and Chiefs of Police Association. A total of 44 municipal police agencies took advantage of this training. This activity was continued with 402 funds after the grant ended.

The Police Training Commission was contacted and efforts made to have a block of instruction on Occupant Protection mandated for all graduates from the 16 police academies. Instructors from each academy attended a two-day course on occupant protection. No other information was provided.

Networking & Public Awareness

A program on safety belt education was established for civic and corporate groups, and elementary school students. This effort resulted in providing approximately 25 safety belt presentations to organizations and schools.

Additional activities focused on the development and distribution of materials developed specifically to educate special target populations. A new brochure, "Buckle Up Your Baby...Even Before It Is Born" was developed and 50,000 copies were printed. The brochure provided information on how expectant mothers can protect themselves and their babies by wearing safety belts. A network of women's clubs and the Nurses Association distributed the brochure to hospitals, nursery schools, day care centers, and public health facilities.

A film "Buckle Up... And Do It Right" developed by the Physicians for Automotive Safety was distributed for use by health care professionals, police agencies, and the professional education community. The film discusses proper use of safety belts and the consequences suffered in the event of a crash as a result of improper use.

Automatic Protection Education

A brochure was designed to demonstrate and answer some of the most asked questions about the use and effectiveness of automatic protection. The publication addressed the function, operation and importance of automatic safety restraints, supplemental restraint systems (air bags) and standard lap and shoulder manual safety belts. Automatic protection information was made part of all ongoing seat belt education activities.

Air bag demonstration systems were to be put into marked NJ State Police vehicles. The only firm available to do this work was not able to do it during the project. The State was continuing the investigation into having the work done.

EVALUATION

Community Enforcement Grant

Enforcement

Table NJ-3 displays the number of warnings and citations issued during the program. In several cases, the number of warnings and citations reported in the Quarterly Reports were different than those reported in the Final Report. The numbers presented here are from the Final Report.

Table NJ-3
Enforcement Results - Community Grant

<u>Site</u>	<u>1st Wave</u>	<u>2nd Wave</u>	<u>3rd Wave</u>
Livingston	2,300/110*	3,000/104	2,800/ 72
Manchester	1,944/182	1,809/136	1,813/246
Medford	92/119	786/201	969/367
Pennsauken	7,500/265	4,730/203	3,450/258

* Warnings/Citations

As can be seen, a substantially larger number of warnings than citations was issued during the three waves of the program. The only exception was during the first wave in Medford Township where more citations than warnings were issued.

Observations

Table NJ-4 presents the results of the safety belt observations. Use rates following the three waves of activity increased substantially in all four sites. Increases, compared to the baseline rates, ranged from 23 to 33 percentage points during the projects.

Table NJ-4
Observations - Community Grant

<u>Site</u>	<u>Baseline</u>	<u>1st Wave</u>	<u>2nd Wave</u>	<u>3rd Wave</u>	<u>Percent Change</u>
Livingston	35%	39%	62%	64%	29%
Manchester	52	76	82	85	33%
Medford	49	58	65	74	25%
Pennsauken	40	49	51	63	23%

Statewide Enforcement Grant

Enforcement

The number of warnings and citations issued by the seven police agencies during the two waves of enforcement are provided in Table NJ-5. The majority of the Townships issued more warnings than tickets.

Table NJ-5
Enforcement Results - Statewide Grant

<u>Townships</u>	<u>1st Wave</u>	<u>2nd Wave</u>
Franklin	600/395*	500/246
Jackson	250/ 64	200/123
Maple Shade	975/296	1100/203
Millburn	650/159	170/730
Pennsville	34/134	43/140
Washington		290/442**
Winslow	138/ 71	95/135

* Warnings/Citations

** Only data presented, it is not known if this is the total for the two waves or individual results of either.

Observations

Table NJ-6 presents the percentage of drivers who were observed using safety belts prior to the projects and immediately following the two enforcement waves. All sites had an increase of from 10 to 21 percentage points in safety belt use following the enforcement program.

Table NJ-6
Observations - Statewide Grant

<u>Townships</u>	<u>Baseline</u>	<u>1st Wave</u>	<u>2nd Wave</u>	<u>Percent Change</u>
Franklin	58%	70%	73%	15%
Jackson	31	38	45	14
Maple Shade	36	61	55	19
Millburn	35	38	56	21
Pennsville	39	40	51	12
Washington	35	45	46	11
Winslow	20	41	30	10

DISCUSSION

The Division of Highway Traffic Safety appears to have completed a successful program in increasing safety belt use rates in the 11 communities which received grants. One objective was to increase belt use by 15 percentage points in these communities. This was accomplished in all four of the 12-month community enforcement projects and in three of the six-month statewide enforcement projects. The community projects had an additional six months time in which to conduct their programs, which could account for the difference in amount of increases seen between the two grants.

The number of warnings and citations differed greatly between the 11 communities, and across the waves of activities within each community. There does not appear to be a direct relationship between either the absolute number of warnings and citations issued or the ratio of citations to warnings and the resultant increases in belt use. For example, the two cities in the community grant which issued the highest and lowest ratios of citations to warnings, one citation to three warnings and one citation to twenty warnings, had very similar percentage increases in belt use - 25 and 23 percentage points respectively. The greatest increase, 33 percent, came from the community which issued one citation to every ten warnings. The two communities which issued the highest and the lowest number of citations also had very similar increases - 23 and 25 percentage points respectively.

Specific information was not provided as to the strategies that each police agency actually used. As it is not possible to quantify the PI&E activities in the communities, it is not possible to determine the mix of enforcement and PI&E activities that may have caused the increases in belt use. In addition, there were no control cities used in either grant, so it is not possible to determine if something other than project activities may have contributed to usage increases. However, this probably is not the case as statewide belt use during the time period of the projects was much lower than the resulting rates in the projects. It is also unknown whether the increases in safety belt use were retained after the end of the projects.

All sites appeared to have the cooperation of community leaders and other significant community groups. All communities provided training to their police officers in occupant protection.

The statewide grant also included other activity components which appear to have been successfully completed. Here again, specific information was not always provided. For example, one the objectives of the PI&E component was to involve various local groups in disseminating information - e.g., EMS, DWI Task Forces. No

information was provided on these groups. Another objective was to provide information to out-of-state drivers. No information was provided on this objective.

An objective that was completed was the targeting of PI&E to specific groups. The State distributed an informational brochure to expectant mothers on how they can protect themselves and their babies by wearing safety belts. A network of women's clubs and the Nurses Association distributed the brochure to hospitals, nursery schools, day care centers, and public health facilities.

The Police Training Component also appeared to be met. A statewide conference was conducted for approximately 250 police executives. In an effort to obtain program visibility, occupant protection presentations were conducted at the monthly meetings of the Traffic Officers Association and Chiefs of Police Association. A total of 44 municipal police agencies took advantage of this training. An attempt was made to have occupant protection training integrated into the 16 police academies, and instructors from each academy attended a two-day course on occupant protection. It was not reported whether this was, in fact, accomplished.

The Automatic Protection Education Component was at least partially successful. Information on automatic protection was incorporated into ongoing safety belt education activities. The effort to have air bag demonstration systems put into marked State Police vehicles was unable to be completed. The State did report that it was continuing the investigation into having the work done.

NEW MEXICO

The Safety Belt Use Act was signed into law on April 2, 1985, and became effective on January 1, 1986. The act required that all front seat occupants of passenger vehicles built after 1968 be properly secured by a safety belt. The law excluded pickup trucks, vans, rural mail delivery vehicles, and individuals with a written medical excuse. The act, a primary enforcement law, provides fines of between \$25 and \$50. Two attempts to expand the law in 1987 and 1988 to include pickups and vans were not successful.

The State reported that a previous 403 grant helped produce a 99 percent awareness of the law and an increase in belt use from 25 to over 50 percent. However, the use rate had decreased to 44 percent by February 1988. In an effort to maintain the current level of program activity and to increase usage rates, the State identified the following areas for additional 403 funding: community programs, statewide enforcement, police training, public awareness, and automatic protection education. The supplemental activities requested for these areas would be coordinated with the State's overall occupant protection program.

A \$120,000 grant was awarded to the Highway and Transportation Department, Traffic Safety Bureau in August 1987.

PROPOSED GRANT

The Traffic Safety Bureau proposed a 13-month grant to: expand promotional, informational and educational activities of occupant protection programs statewide; enhance the compliance of safety belt laws through police training and enforcement; and increase awareness of automatic protection devices. It was hoped that the effort would raise the use of safety belts to 60 percent. The objectives were to be accomplished through a program of individual community projects and statewide activities.

Community Projects

The Community Projects were to be designed to stimulate public support for and compliance with the State's safety belt law. Three projects were to be conducted, University Campus Project, Silver City Project, and the Indian Population Project, in Farmington, a community located next to the Navajo and Hopi Nations.

Community activities were to include but not be limited to the following:

- o Conducting at least one wave of enhanced enforcement of the State's safety belt law, to last from 1 to 3 weeks, in conjunction with an aggressive PI&E campaign.
- o Obtaining support of local police chief and elected officials to conduct stepped-up enforcement campaigns.
- o Training of local police officers to encourage their own use of safety belts and to enforce the law.
- o Providing PI&E to include the benefits of safety belt use and the law enforcement community's commitment to enforcing the law.
- o Coordinating project initiatives with community leaders to gain their support and participation.
- o Conducting observational surveys before and following each wave of activity.

University Campus Project

A coordinator was to work on the campus of New Mexico State University with university groups to conduct information, education and awareness activities on safety belts and automatic protection devices. The coordinator was to:

- o Work with local law enforcement agencies to have special enforcement after information and education activities were provided to the students;
- o Work with campus newspaper and radio station to promote belt use;
- o Ensure that observational surveys would be conducted at the University and a control site before, during and after the project.

Silver City Project

A coordinator was to be used to implement and operate this information, education and incentive project. Three months of PI&E was to be followed by a one-month period of 'heavy' law enforcement. Enforcement was to include promotions and issuing citations and warnings for occupant protection violations. The coordinator was to:

- o Work with city & county government agencies, private sector employers, social, fraternal, health & community groups, the

Silver City newspaper, and TV and radio stations to promote safety belts;

- o See that safety belt surveys would be done prior to, during and after the project. The City of Deming was to be used as a control site.

Indian Population (Farmington) Project

A coordinator was to be used to implement and operate this project in Farmington and neighboring rural areas. The coordinator was to:

- o Work with organizations to present information and education activities on the value of using safety belt and automatic protection systems;
- o Work with local Indian community leaders and individuals that live in and around Farmington;
- o Work with law enforcement agencies to provide special enforcement activities;
- o See that safety belt use surveys would be conducted prior to, during and at the end of the project, and perform surveys in other cities to be used for comparison purposes in evaluating the project's activities.

Statewide Enforcement & Training

Statewide initiatives were to be designed to enhance enforcement of and compliance with the safety belt law. Initiatives were to include activities to increase public awareness about the law and enforcement of the law, and police educational activities to promote the public's use of belts. Enforcement was to include sanctions for nonuse of safety belts.

Three police activity kits were to be developed. The kits were to include three "Bucklebear" costumes, booklets and other materials. One of the kits was to be used by the State Police, one for the Albuquerque, Bernalillo County area, and one by other law enforcement agencies. The kits were to be used by safety patrol officers for presentations in schools and at youth-group meetings.

Seven regional law enforcement posters, 100 copies of each, were to be produced. The posters were to depict chiefs of local law enforcement agencies urging compliance with the State's safety belt law. To assist in law enforcement promotion, key chains, bumper stickers, and post cards were to be produced. These items would be used by law

enforcement officers to remind the State's motoring public to use their safety belts.

The State Police were to conduct special traffic enforcement using a series of roadblocks. This visible activity by the police was to create a public awareness and perception of enforcement that would reinforce the other activities of the grant.

Training was to be provided to the law enforcement community on occupant protection and enforcement issues, both at the state and community levels. Travel and per diem expenses were to be provided to six law enforcement officers to attend formal occupant protection instructor training at the Transportation Safety Institute, Oklahoma City, OK. After completing the course, each officer was expected to provide the same type of training to officers within his or her department. It was hoped that at least 300 officers would be trained.

A workshop on occupant protection laws was to be conducted for the Police Chiefs' Association. Travel and per diem expenses were to be provided for approximately 60 Chiefs of Police.

Ten regional occupant protection workshops were to be conducted for Judges. The workshops would stress the importance of using safety belts to save lives, the importance that effective enforcement plays in accomplishing safety goals, and the negative effects on the community of belt violations being dismissed by judges. A notebook was to be prepared to provide judges with legal, medical, social, and economic reminders of the importance of using safety belts. It was estimated that 300 copies would be provided.

The State proposed the following to evaluate this component of the grant. One or more examples of changes in the use of safety belts by the police and changes in enforcement activity within a State agency or department, based on results of the training, were to be measured and reported.

Networking

Projects were to be designed to promote increased coordination and communication among health and education organizations that conduct occupant protection programs within the State. A workshop for medical personnel, physicians, nurses, and administrators on the State's safety belt law was to be conducted. The workshop was to be held in conjunction with the Hospital Association annual meeting; speaker fees, travel and per diem were to be provided.

A workshop for the State's student leadership also was to be held. The event was to be held in conjunction with either a State SADD

conference or with the Boys State or Girls State conference. Some travel and per diem for the students was to be provided.

Automatic Protection Education

The State proposed a number of activities to demonstrate how a vehicle with both automatic belts and an air bag operates. An air bag was to be installed on the "Convincer" for demonstrations. A State vehicle was to be retrofitted with a reusable air bag and motorized safety belts to demonstrate automatic protection devices. Films, brochures, and pamphlets were to be developed or purchased and distributed throughout the State to inform the public about automatic protection systems and issues. A five-minute video on automatic protection, addressing air bags and passive restraints, was to be produced to reflect issues germane to the State.

Proposed Budget

The proposed budget is presented in Table NM-1.

Table NM-1
Proposed Budget

<u>Activity</u>	<u>Funds</u>
Community Projects	
Coordinators	\$19,455
Police Overtime	12,000
Travel	5,700
Materials/Other	13,245
Statewide Enforcement	
Police Activity Kit	11,200
Posters/Promotion	6,400
Roadblocks	8,800
Police Training	
Chiefs of Police Meeting	3,800
TSI Training	9,000
Judges Workshops/notebooks	7,400
Health and Education Awareness	
Medical Education Workshop	3,200
Student Leadership Workshop	1,600
Automatic Protection Education	
Retrofit Convincer	2,000
Retrofit Vehicle	3,000
Materials	13,000
	<u>13,000</u>
Total	\$119,800

FINAL REPORT

Prior to the end of the grant, the State requested and received a 90-day extension.

Community Projects

Community "Elmira" projects were conducted at New Mexico State University (over 11,000 students) in Las Cruces (population of 54,000), Silver City (a ranching and mining community of 11,000), and in Farmington (a community of 39,000 with a large use by Native Americans as a trade and service center). Control sites selected for the projects were the University of NM (over 17,000 students) located in Albuquerque (population of over 360,000), Deming, and Gallup.

The plan for the three projects was essentially a four-month program consisting of three months of active PI&E followed by one month of law enforcement. It appears that this plan was generally followed in all three sites.

The programs were conducted by coordinators hired in accordance with a professional services contract. The coordinators were residents of the area where the project was held and had previous experience in safety belt PI&E programs. Thus, they were familiar with safety belt promotional programs and the associated materials.

The contract with the coordinators required a minimum number of tasks to be performed each 30-day period. The following tasks were required during the three-month PI&E component:

- o Submit three press releases per month to newspapers.
- o Make one TV station appearance per month.
- o Make three radio station appearances per month.
- o Conduct balloon activity.
- o Conduct four group presentations per month.
- o Coordinate program with police department.
- o Conduct three days of incentive drives per month.
- o Distribute literature at three public areas per month.
- o Distribute safety belt posters.
- o Initiate pledge program.
- o Conduct one child safety belt activity per month.
- o Visit three companies promoting safety belt programs per month.
- o Conduct two days of Quick-Click use.
- o Conduct two days of convincer use.

No specific data was presented to document that the above tasks were, indeed, completed by the coordinators.

Each coordinator was briefed and sent brochures, pamphlets, posters, incentive awards, videos, and other material for use in the projects. The three coordinators received: 500 key chains; 7,000 "Buckle Up New Mexico" Coloring Books; 9,000 "Fairy Tales" Booklets; 10,000 Safety Belt Law Brochures; 10,000 "Adult History of Safety Belts;" 5,000 "Buckle Bear" Stickers; 200 Walt Disney Posters; 10,000 "The British Experience" Booklet; 100 "Buckle Up New Mexico" Bumper Stickers; 1,500 Channing Beta Safety Belt Coloring Books; 3,000 "Super Girl" Comics; 400 Posters; 24 Baseball Caps; and, 500 Balloons.

All three projects were completed as planned. The PI&E component lasted three months (October - December 1987), followed by waves of enforcement for one month (January 1988). Each of the project coordinators reported enthusiastic receptions to the information and education campaigns. It was reported that local businesses assisted with food and small merchandise prizes for incentive programs, but no additional information was provided.

There was some level of media support at each of the sites, with newspaper and radio coverage being reported as the two most used types. No additional data was provided.

The following summarizes individual community activities.

New Mexico State University

The information and education campaign was conducted as planned. On the campus, all activities were publicized through the campus newspaper, the television station, and the radio station. Examples of PI&E activities follow:

- o Safety belt pledge competitions were held between sorority and fraternity groups, and between the student dorms.
- o Buckle bear visited the campus's preschools and with children from married student housing.
- o Vince and Larry participated in the homecoming parade and at a barbecue.
- o "Saved by the Belt" awards were made at public meetings.
- o The "Quick-Click" machine was used several times to prove how fast and easy it is to buckle-up.

The enforcement program followed the PI&E activities and included the police issuing warnings for one week followed by two one-week periods

where citations were issued. Citations were issued at roadblocks and during normal traffic enforcement. Approximately 600 citations were written during the month of enforcement, compared to a monthly average of five safety belt citations prior to the project.

When the campus police started issuing citations, the project received a flood of protests, some from faculty who thought the program only applied to the students. The police had some concern that the University Administration would stop the program, but they did not.

Silver City

The project received the advanced approval of the Mayor, City Council, and the Police Chief. The PI&E program and the enforcement waves were given advance publicity in the city newspaper, on radio stations, and the area television station. The coordinator appeared in shopping centers, schools, as part of other community programs, and in local businesses.

The enforcement did cause a letter writing campaign to the editors of the local newspaper. Almost 1,200 citations were written during the enforcement period compared to 10 per month prior to the project.

Farmington

The coordinator conducted activities similar to the other two sites during the PI&E program. Some differences were reported in that more activities were conducted with shopping areas and less with the schools. No specific examples were provided.

The enforcement component caused letters to be written to the local newspaper, as it had in Silver City. However, a response from a local hospital emergency room nurse, detailing her experiences with crash patients not using safety belts, ended the written protest.

Over 1,300 citations were issued during the enforcement phase compared to a monthly average of 25 prior to the project. The police also reported that the belt enforcement resulted in the citing of drivers for other motor vehicle violations, and led to the apprehension of several "wanted" individuals.

Statewide Enforcement & Training

Statewide enforcement included the attempt to supplement community programs that were safety belt directed and conducted by police departments. The following activities were reported as a result of the grant:

Three Buckle Bear costumes, children's activity booklets, and related brochures and stickers were purchased and combined into kits for use by the police. Farmington, Portales, and Roswell police departments used the kits in their school and community programs. The costumes also were made available to local community groups.

In conjunction with the Memorial Day and Labor Day Holiday weekends, safety belt roadblocks were setup at specific locations throughout the State. The State Police conducted roadblocks in five of their seven districts, with safety belt use enforcement being the primary focus of the roadblocks. No additional information or data was provided.

During the 90-day grant extension, funds were used for police training and other statewide police programs. The funds assisted police departments in their safety belt enforcement programs, some by funding roadblocks, some by providing information and educational materials. No specific information was provided in the Final Report.

Nine officers (some funded by 402) were sent to the Traffic Safety Institute Instructor Course "Occupant Protection Usage and Enforcement" in Oklahoma City. These officers were then part of the "Safer New Mexico Now" and State sponsored series of ten regional training programs attended by over 300 officers.

A regional law enforcement workshop attended by 35 officers was held in Las Cruces, using the NHTSA occupant protection curriculum. A two-hour presentation was given to the annual Police Chiefs' Association.

Networking

An occupant protection exhibit was displayed at the Judges' Statewide Annual Conference and a notebook with various occupant protection information was given to each judge. The notebook provided the judges with legal, medical, social, and economic reminders of the importance of using safety belts. The project was to conduct regional workshops for the judges, but was unable to do so.

A youth conference was sponsored on traffic safety. The program was organized by the State Health and Environment Department's Injury Control Program and included youth representatives from around the State.

Automatic Protection Education

Two safety belt convickers and one agency auto were retrofitted with demonstration air bag devices. The devices were demonstrated throughout the State.

A seven-minute video, "Soaring with Safety," was commercially produced. The purpose of the video was to present an explanation on how air bags work and to encourage people to consider ordering air bags when purchasing their next vehicles. The video was distributed to schools, hospitals, health offices, organizations and associations throughout the State.

EVALUATION

Enforcement

Although a variety of enforcement activities were conducted, the only citation information provided was that associated with the Community Projects. Table NM-2 presents results of enforcement in the Community Projects. All three sites substantially increased the number of citations issued during the enforcement month. No data was provided as to whether these rates continued following the end of the Projects.

Table NM-2
Enforcement Results

<u>Site</u>	<u>Past Monthly Average</u>	<u>Enforcement Month</u>
NM State Univ.	5	600
Farmington	25	1,300
Silver City	10	1,200

Observations

Observational surveys of safety belt use were conducted both in the project sites and in control communities. The observations were based on counts of 1,000 passenger vehicles at intersections. The time, day of week and location of the surveys was the same for all four surveys within each site.

Table NM-3 presents the results of the surveys, taken before the project, midway through the information and education campaign, after the enforcement campaign and six months after the project. (Note - some reported usage rates differed between the quarterly reports and the final report; the figures below are those reported in the Final Report.)

All three projects showed increased belt use following the PI&E activities, and then again following enforcement, while the comparison sites did not. Belt use at the University of New Mexico increased from 25 to 75 percent, in Silver City from 17 to 64 percent, and in Farmington from 33 to 58 percent. As is common for this type of program, the use rates declined after the projects ended. However, in all three sites, belt use was still higher than at the beginning of the projects and, for two of the sites, when compared to the control sites.

Table NM-3
Observations - Community Projects

<u>Sites</u>	<u>Baseline</u>	<u>PI&E</u>	<u>Enforcement</u>	<u>6 months post</u>
NM St Univ (T)*	25%	54%	75%	46%
Univ of NM (C)**	46	42	42	48
Silver City (T)	17	56	64	47
Deming (C)	19	19	19	23
Farmington (T)	33	47	58	47
Gallup (C)	17	17	17	33

* (T) = Treatment

** (C) = Control

The State reported that statewide safety belt use surveys showed large variations between different State regions. Areas where the grant was active, statewide roadblock areas, and areas where individual police agencies had been encouraged to become active were reported to have increased belt usage. However, except for the community projects, no data was provided.

Results of statewide belt use surveys are presented in Table NM-4. Belt use doubled following implementation of the law and then showed a small decline. Observational data provided by the State since the Final Report shows that the rates have again increased and by the end of 1989 were at their highest point.

Table NM-4
Observations - State

<u>Survey Date</u>	<u>Usage Rate</u>
December 1985 (prelaw)	25%
March 1986 (post-law)	53
September 1986	49
October 1987	46
February 1988	44
September 1988	44
March 1989*	53
June 1989	59
September 1989	65

* 1989 use rates were provided after the final report was submitted.

DISCUSSION

New Mexico felt that it was difficult to adequately evaluate the effectiveness of the grant. It was reported that the money available was excellent, the planning was adequate, and the results were mixed. When the Projects were measured for safety belt use, the figures were positive and very impressive. For example, the Community Projects all showed substantial increases in belt use, with the rates decreasing when the projects ended, but at a higher level than before the program.

The enforcement component of the Community Projects met with some initial resistance and opposition, especially after the first citations were issued. The State felt that part of the problem was caused by the officers not having received adequate occupant protection training prior to the enforcement. With proper training, the State felt that the officers would have been more comfortable and enhanced the positive aspects of the enforcement.

The Community Projects also provided useful marketing information to the State on future PI&E activities. It is reported that information from the effort will allow the State to better distribute and target specific audiences.

Other areas of the grant, such as the police community projects or the roadblocks were reported by the State as difficult to evaluate for effectiveness. For example, on the two holidays where the roadblocks were held, the number of fatalities decreased from previous years, but the statewide survey conducted after one of the holidays had a low observed belt use rate.

Subsequent statewide surveys have shown that the use rates have increased to an all-time high. How much of this increase can be attributed to the grant activities is not known. It is not unreasonable to assume that at least some of the increase could have been caused by the grant activities, especially the statewide police training efforts.

NEW YORK

On December 1, 1984, New York became the first State to implement a mandatory seat belt law for drivers and front seat passengers. Safety restraint use in all seating positions was required for children under ten years of age. Children under four years of age continued to be required to ride in federally-approved child restraint devices. Enforcement of the law became effective on January 1, 1985, with fines of up to \$50 imposed for noncompliance.

Statewide safety belt use was 12 percent prior to the implementation of the law. In January 1985, safety belt use peaked at 69 percent. In September 1985, usage had fallen to 46 percent. However, in October 1986, usage had increased to 52 percent.

Despite the implementation of the law and PI&E campaigns promoting compliance, the safety belt rate in NY had not remained at the high levels reached immediately after implementation. The State felt that to increase compliance with the occupant protection laws, an increased effort of PI&E, enforcement activities, and positive media coverage of occupant protection issues was necessary. A grant was requested to assist the State in the effort to increase belt use.

A \$150,000 grant was awarded to the Governor's Traffic Safety Committee in August 1987.

PROPOSED GRANT

The Governor's Traffic Safety Committee (GTSC) proposed a 14-month project to increase statewide safety belt use by five percent. In State areas participating in specific programs, the goal was a 10 percent increase. To meet these goals, the effort was to be directed toward the following:

- o Developing new ways to inform the public about the benefits of using safety belts and the fact that the law was being enforced.
- o Convincing more organizations to participate in occupant protection promotion.
- o Increasing public awareness and acceptance of both active and passive restraints.
- o Educating the law enforcement community on the law, the benefits of restraint use and the need for enforcement.

- o Continuing encouragement of enforcement agencies to actively enforce the law, alone and in conjunction with other traffic violations.

Observational surveys were to be conducted for the Statewide Enforcement and Community Projects components of the grant. An impact and administrative evaluation was to be conducted by the GTSC.

Community Project

The State felt that an essential part of any safety belt law is an effective enforcement effort. A local police agency was to participate in an enforcement and PI&E effort using a structured program of enforcement waves coupled with extensive media coverage.

The enforcement goals were to raise enforcement in specific areas where it was low and to gain publicity for the enforcement activities. Police officers were to be encouraged to emphasize safety belts when they did public speaking to groups such as schools and service clubs.

Initial activities of the project were to be geared towards awareness. After the public had been made aware of the project, active enforcement was to begin. The active enforcement was to be combined with intense PI&E. Data was to be collected after each enforcement wave. The following activity schedule was to be used:

- o Media blitz and enforcement warnings (3 weeks duration).
- o Pause in activities (2 months).
- o Media blitz and enforcement wave (3 weeks).
- o Repeat steps 1 - 3 (twice).
- o Data collection prior to, during, and following the Project.

The GTSC tasks for implementing the project were to include the following:

- o Selecting a police agency to conduct the Project.
- o Developing Project goals, objectives and schedules.
- o Printing enforcement-related brochures that could be used by police as informational literature for motorists.

- o Developing training course and training police officers.
- o Designing PI&E materials.
- o Filming PSAs with police officers, emphasizing the enforcement aspects of the safety belt law.

Statewide Enforcement & Training

Although the State had been operating community safety belt education and enforcement programs in the major metropolitan areas, there were no active programs in the rural regions. The GTSC proposed to spread the community program concept to the Northern part of the State which had not, yet, implemented such programs, specifically to the counties of Clinton, Essex, Franklin and St. Lawrence. The programs were to include education, public information, enforcement and evaluation.

The project would spread the community safety belt program to a new region and establish a comprehensive regional approach to traffic safety issues, particularly safety belt law enforcement. The approach was twofold. First, drivers who were not using seat belts must be convinced of the necessity of buckling up. This was to be accomplished by developing a regional enforcement and education program. The regionally implemented program was to be under the auspices of the Clinton County STOP-DWI Program. Clinton County was to coordinate the activities throughout the four-county region, working with organizations already involved, and encouraging involvement by additional organizations. Efforts were to be made to increase enforcement and publicity of the enforcement. Enforcement officers also were to be encouraged to participate in enforcement training seminars.

The second part of the approach was to concentrate on the type of information given out. The model for the Statewide Enforcement Program was to test and conduct a persuasive public information campaign that 1) informs people that safe driving alone is not enough to prevent serious injury or death; 2) motivates people to buckle up; and 3) makes people aware that the safety belt law is being enforced. Activities were to include a local survivors program, various educational materials made available to interested school districts, and the formation of a comprehensive regional traffic safety program. The GTSC felt that the training of police officers on the specifics of the law and the need of active enforcement was an important objective in achieving the goal of increased enforcement. Training also was necessary to overcome misconceptions and prejudices that police officers may have had regarding the use of safety belts while on duty.

This component was to be a joint effort of the GTSC, Department of Criminal Justice Services, and a municipal police agency. An enforcement training curriculum was to be developed with 402 funds. Training sessions across the State would then be conducted, with 403 funds providing materials and training expenses.

Five police officers were to attend a NHTSA or TSI sponsored training course. These officers would then be available as a training resource in their communities. The following activities were to be conducted:

- o Purchasing and distributing copies of the film "Room To Live" to police departments for their own use and to use in the community.
- o Conducting a police training conference on enforcement, directed toward how to enforce the law and how to obtain publicity for this enforcement.
- o Distributing existing enforcement training materials to be used by police agencies for in-service training.

Networking

The State felt that one of the ways to influence and educate the public about safety belts was through the private sector. A goal was to reach employees of medium and smaller companies. Local not-for-profit agency staff members who were interested in promoting occupant restraint use, would be provided with travel funds to traffic safety seminars, meetings and conferences.

Automatic Protection Education

The State felt that there was a need to educate the general public on how they would be protected with air bags, automatic seat belts, and friendly interiors. The GTSC was to purchase or develop appropriate materials, including brochures and a passive restraint demonstration system. These materials were to be distributed and demonstrated at State conferences and fairs.

Automatic protection education was to be incorporated into the education and information programs conducted by the GTSC and its network groups. Appropriate materials were to be distributed during these programs.

Proposed Budget

The estimated budget for the program is presented in Table NY-1.

Table NY-1
Proposed Budget

<u>Activities</u>	<u>Funds</u>
Community Project	
Personal Services	\$56,343
Commodities	2,957
Other	3,700
Statewide Enforcement	
Personal Services	24,910
Commodities	8,090
Police Training	
Materials	19,500
Conference	6,000
Networking	6,000
Automatic Protection Education	22,500
Total	<u>\$150,000</u>

FINAL REPORT

During the period of the grant, the State had to reduce the funds available for conducting the State's occupant protection program. Also, delays due to the State's fiscal crisis were experienced in processing purchases needed to perform some of the activities of the project. These fiscal problems caused the grant to be modified several times, including several time extensions and changing tasks that were to be performed. The grant was extended from November 1988 to April 1989 and finally through June 1989. Because of the above problems, the GTSC returned \$45,000 in grant funds, and certain activities of the project were not completed.

Community Projects

The GTSC solicited local police agencies to submit plans for conducting a community project. The State had proposed that only one site be used for a Community Project. However, because of problems with the Statewide Enforcement component and a freeze of State funds, grant funds were transferred from the Statewide Enforcement & Training component to the Community Projects component (see Statewide Enforcement & Training section for more information). This transfer of funds would allow for two sites to be used.

Police departments from Westchester and Nassau counties submitted proposals for the Community Projects. The two counties are contiguous with New York City and have a combined population of over 2,000,000. Both police departments were awarded contracts to perform Community Projects.

The following summarizes the two Projects.

Nassau County

Overview. The Nassau County Police Department was to use members of the Highway Patrol Bureau (HPB) to direct safety belt awareness and enforcement efforts at specific intersections in the county. Officers were to be assigned on an overtime basis to exclusively perform activities related to the issuance of warnings and citations for occupant protection violations. This was to occur Monday-Friday from 0700-1100 hours, for a total of 65 hours per week.

Although the major portion of the staffing from the HPB for the program was to be accomplished by overtime assignments, it was anticipated that supplementary enforcement assignments would be made as roll calls permitted. An HPB sergeant was to be assigned on an

overtime basis to monitor the progress of the project during enforcement stages. The sergeant's duties were to include assignment of personnel, supervising site operations, compiling and analyzing data, and preparing progress reports. The model program and schedule as requested by the State were to be used.

A sergeant from the Planning Bureau was to act as Project Coordinator. Responsibilities were to include coordinating PI&E activities and supervision of assistants. The Coordinator was to:

- o Establish procedures for the fiscal management of the project;
- o Emphasize use of seat belts by the various administrative units as part of existing police programs and the Department's lecture circuit;
- o Integrate belt use into existing police officer driver training programs;
- o Use news releases, pamphlets and brochures, signs, PSAs, and posters to accomplish the media and awareness effort;
- o Ensure accurate collection of warning and citation data from the HPB;
- o Coordinate the project with the County Traffic Safety Board;
- o Prepare progress reports on the evaluation of the various activities of the project.

Results. Nassau County implemented an enforcement and PI&E program based on the model requested by the State. The project consisted of a public awareness campaign and then three waves of increased enforcement over a 10-month period. Public awareness preceded each enforcement period, and PI&E was continued during the enforcement phases.

Four target traffic sites within the county were selected for increased enforcement: Sunrise Highway and Hicksville Road, Massapequa; Hempstead Turnpike and Uniondale Avenue, Uniondale; Jericho Turnpike and Route 107, Jericho; and Northern Boulevard and Glen Cove Road, Greenvale. Daily enforcement was conducted at the locations on a rotating basis during the three enforcement phases of the project.

The Nassau County Police Department initiated the project with an awareness campaign that included a "Behind the Shield" television

program on highway safety. The program, consisting of a discussion on the use of safety belts and a description of the Project (called WAVE), was televised on Cablevision News. This was followed by the Police Commissioner issuing a news release announcing the starting date of the increased enforcement for Phase I. Information was released to 60 weekly newspapers, four daily newspapers, 12 radio stations, and nine television stations. The Highway Patrol Bureau continued the PI&E throughout the enforcement phase.

The State reported an insignificant increase in safety belt compliance following Phase I. Because of this lower-than-expected increase, a decision was made to have only strict enforcement during all of Phases II and III, with no warnings issued.

The Phase II enforcement also was announced by the Commissioner. The Department's Public Information Office again released information to the media. The Department's Planning Bureau coordinated the placement of safety belt posters in various 7-Eleven food stores in the area surrounding the enforcement site locations. Media coverage of the enforcement effort was carried by Television News and various radio stations during the Phase II enforcement.

Phase II produced more dramatic results in safety belt compliance at the four site locations. Compliance rose nine percentage points, from 58 to 67 percent.

During Phase III, the Department's Public Information Office again released program information to 60 weekly newspapers, four daily newspapers, 12 radio stations and nine television stations. The police department continued the display of safety belt posters in various 7-Eleven food stores in the areas surrounding the enforcement site locations. Project coverage by the media was maintained throughout the phase. During enforcement, officers handed out a brochure which included information on automatic devices. The Phase III effort produced another nine percentage point increase in safety belt compliance, from 65 to 74 percent (usage had dropped slightly from the post Phase II rates).

Westchester County

Overview. The Westchester County Police Department was to implement the Project as proposed by the GTSC. Roadchecks were to be conducted during daylight hours by at least three officers. The same roadway was to be used for each enforcement wave.

The County's Traffic Safety Board was to handle PI&E and provide materials to the police to hand out to motorists. PI&E was to include

press releases to all local media, guest appearances of key program people, and use of the various components of the County's Comprehensive Highway Safety Program (e.g., corporate, education, and community outreach activities).

Results. Westchester County implemented a project based on the model program requested by the State. The Final Report for Westchester did not provide nearly as much information and data as was provided for the Nassau County Project.

The first wave of activities was to increase the public's awareness of occupant protection and the Project. For example, a press release explaining the program was distributed, and over 9,000 seat belt brochures were distributed to drivers at the four enforcement target sites.

Three enforcement waves were then conducted over the next eight months. Safety belt use increased to 70 percent after the first enforcement effort, but decreased following the second enforcement wave (no data provided), however it was reported that the rates remained higher than before program implementation. It was reported that the final enforcement wave again resulted in an increase in belt use, to 58 percent. This was substantially below the 70 percent use following the first enforcement wave.

The Traffic Safety Board and the county police felt the project was highly successful. It was reported that the four areas where the enforcement was conducted were selected because each area had a low compliance rate. Education of the public with regard to the lifesaving occupant restraint laws, and the enforcement of such laws, carried equal priority in all enforcement phases. Without the implementation of education and enforcement in the four areas, there probably would not have been an increase in safety belt compliance.

Statewide Enforcement & Training

The GTSC was unable to reach an agreement with Clinton County to conduct a regional enforcement effort and therefore requested a modification to combine this component with the Community Projects. The addition of these funds was to allow two communities to be involved in the program. In addition, funds were to be used in Westchester for additional enforcement and PI&E on interstate highways in the county. Funds also were to be used to send officers to traffic safety conferences and seminars that provide occupant protection programs and training.

There were two community projects conducted. No information or data is provided on whether Westchester did the additional enforcement and

PI&E or whether any officers were sent to traffic safety conferences or training.

A police training seminar was held in Niagara County on January 21, 1988. The seminar was attended by 60 officers from Niagara, Chautauqua and Erie counties. The GTSC also surveyed police agencies across the State to determine interest in participating in future training seminars and to determine locations and scheduling. No additional information was provided.

Funds were used to pay the costs of three police officers attending occupant restraint training at TSI in Oklahoma City, including an officer from the Town of Colonie (Albany County) and a traffic sergeant from the Binghamton Police Department. The officer from the Town of Colonie also presented a safety belt enforcement training course at a Regional Police Training Academy (Albany area).

Eight "Room to Live" films were purchased and made available to police agencies.

Near the end of the grant period, the GTSC submitted a budget modification for the development of a video tape to allow the Department of Criminal Justice Services (DCJS) to produce a training video for police officers. The video was to cover the importance of seat belt use for police officers and the public and the role of passive restraints in occupant protection.

The completed program was to be 45-60 minutes. It was to be developed in modules of 4-7 minutes each to be used for roll-call training. The program was to include the following modules: general accident statistics, risk of driving, crash dynamics, accident reconstruction with & without belts, purpose of belts & reasons for not using, effects of belts, police as role models, enforcement, and restraint systems. The DCJS was to distribute the video to police agencies across the state. No additional information was provided as to whether the program was developed or distributed as proposed.

Networking

The GTSC invited members from volunteer and health service organizations to attend its annual conference to be held in April 1988. No additional information was provided.

Other activities proposed for this component of the grant were delayed due to the State's budget crisis. Late in the grant period, the GTSC requested a modification for the Networking component.

The new proposed effort was to include a 10-county incentive program (402 funds also were to be used to support the effort). The program would include the purchase of 50,000 scratch cards and 600 Vince and Larry T-shirts. Scratch cards were to have a safety belt message and drawing winners were to receive the T-shirts. Using existing networks, the GTSC was to distribute the cards through record stores, movie theaters or outlets that cater to particular age groups. Media coverage was to be sought to maximize the impact of the project. The T-shirts were produced. No additional information was provided.

Automatic Occupant Protection

The Automatic Education Protection also was affected by the State's budget crisis. The State had planned to obtain an airbag fitted car and a display unit. At the time of the Final Report, the GTSC was still awaiting approval for the purchase of the vehicles to be used in automatic occupant restraint public information. A display unit was ordered and received; however, activities continued to be delayed due to the holds on purchasing resulting from the State's budget crisis. No additional information was provided.

EVALUATION

Enforcement

Table NY-2 presents the results of warnings and citations issued by the Westchester and Nassau Police Departments during the Community Projects.

Table NY-2
Enforcement Results

<u>Site</u>	<u>1st Wave</u>	<u>2nd Wave</u>	<u>3rd Wave</u>
Westchester	800	*	928
Nassau	544/264**	583	592

* No data provided

** Warning/Citations

Westchester County issued 800 citations during the 1st wave of enforcement. The number of citations issued for the first six months of the year (3100) was much greater than for the same period in the previous year (2132). No data was provided for the number of citations issued during the 2nd wave of enforcement. The final wave resulted in 928 citations issued.

The number of citations issued by the Nassau police for the first six months of the year (18,636) also was much greater than for the same period in the previous year (15,256). The number of citations issued during the enforcement waves was at about the same level for each wave. It is not known whether the increased issuance of citations continued after the project ended.

Observations

In Nassau, safety belt observation data was collected before the project began and during the project prior to and following each enforcement wave. The first survey was used for baseline data for the four traffic locations. During the three enforcement phases, safety belt compliance rates were surveyed prior to and following each phase. The surveys conducted just prior to each phase were to evaluate any change in compliance which had occurred since the previous enhanced enforcement effort. Survey procedures were not reported for Westchester.

Table NY-3 presents the results of safety belt observations for the two community projects. Usage increased at both project sites. The

large increase seen after the first enforcement wave in Westchester was not maintained during the rest of the project.

Table NY-3
Observations

<u>Site</u>	<u>Baseline</u>	<u>1st Wave</u>	<u>2nd Wave</u>	<u>3rd Wave</u>
Westchester	49%	70%	*	58%
Nassau	57%	59%**	67%**	74%

* No data provided

** State reported that the rates dropped to 58% and 65% respectively before the 2nd and 3rd waves were initiated.

DISCUSSION

The number of warnings and citations issued for seat belt violations by the Nassau police was reported as exceeding expectations. Nassau County felt that the project was successful as it produced a measurable effect on voluntary compliance of safety belt usage by the public. The county also felt that a continued or expanded program, particularly in the area of public education and awareness, could produce even higher voluntary compliance.

The use of safety belts did increase as a result of the Community Projects. The Nassau Project activities appeared to have been more effective in the long term than were the Westchester activities, as Nassau experienced a 17 percentage point increase in safety belt use while Westchester only experienced a nine percentage point increase by the end of the project. The lack of available data on both projects, especially for Westchester, does not allow for additional analysis of these results.

The remaining components of the grant appeared to have suffered greatly because of the State's fiscal problems. Many of the grant activities relied on support external to the grant, and this support was not forthcoming during the grant period.

NORTH CAROLINA

The General Assembly ratified a bill in 1985 to make the use of seat belts mandatory. This law became effective October 1, 1985. Enforcement of the law became effective January 1, 1987. Prior to the enactment of the law, seat belt usage was only 15 percent. During the warning phase, belt use rose to 45 percent, and rose again to over 70 percent following the enforcement date, but decreased to approximately 65 percent shortly thereafter.

A grant was requested that would be used to expand and evaluate the State's efforts for local enforcement programs. The effort was to be in concert with the State's 402 occupant protection program which emphasized driver education and statewide involvement of employers, and would allow for the coordination of the anticipated local projects with the 402 projects.

A \$120,000 grant was awarded to the Governor's Highway Safety Program on July 30, 1987.

PROPOSED GRANT

The Governor's Highway Safety Program (GHSP) proposed a 17-month program with the objective to maintain or increase the 70+ percent usage rate achieved in January 1987. The following areas were identified for funding through the grant: community programs, statewide enforcement, police training, state and local networking, and automatic protection education.

A 402 contract already had been awarded to the University of North Carolina, Highway Safety Research Center to evaluate the law. This contract was to be modified to evaluate the proposed 403 grant.

Community Projects

The State was to select five communities from the 72 sites which were part of the statewide belt use survey. Communities were to be selected which had lower safety belt use than the State average, and which had some level of enforcement during the previous year and were thus probably more willing to support an Elmira-type project.

The selected communities were to conduct a 12-month program. Staff support and existing publicity and informational materials were to be provided out of 402 funds as necessary to assure effective projects. Each project was to use the following basic program model:

- o Police officers were to receive occupant protection law enforcement training.
- o Three waves of publicity and enforcement were to be conducted during a 12-month period. Each wave was to include PI&E that informed the public of the benefits of occupant protection, the existence of the law and the fines which violators would receive, and the interest of community leaders and law enforcement officials in obtaining public compliance with the law. Increased enforcement was to follow the publicity periods.
- o Vince & Larry PSAs, as well as existing NC produced materials, were to be provided to the communities. Each community was to provide additional information and press releases and prepare supplemental television and radio spots using local spokespersons.
- o Informational material for use by law enforcement officers was to be provided. These materials were to be used during enforcement activities and for distribution during press conferences.
- o Safety belt use surveys were to be conducted prior to, during, and at the end of the project. Results of the surveys were to be used to keep the community apprised of the project progress.

Ayden

In October 1987, the community of Ayden submitted a proposal for \$18,600 for one of the community projects. Ayden is a small community located in a rural, eastern area of the State. Safety belt use in the town was estimated from accident reports to be 36 percent.

It was believed by the Chief of Police that a well organized PI&E and enforcement effort could increase belt use rates by 10 percent or more in the town. The project would have three waves of activity, each wave consisting of three, one week intervals. Week one was to consist of public education and information programs integrated with an incentive program. Week two was to consist of an enforcement program designed to stop motorists for the purpose of issuing warning tickets for nonuse of seat belts. Week three was to consist of secondary enforcement of safety belt law violations through the issuance of citations.

The project coordinator was to be the Chief of Police who would devote approximately 30 percent of his time to the project. He would be

responsible for establishing a Safety Belt Task Force. He also would coordinate activities between the Task Force, the Police Department, the Governor's Highways Safety Program and other agencies to insure that the project's objectives were met.

The Task Force was to consist of representatives from the media, medical profession, county school system, Chamber of Commerce, industry, law enforcement, local government and civic organizations. The Task Force responsibilities were to include conducting observational surveys, developing and implementing an Incentive Program, and organizing and judging a PSA video contest within the school systems and the community. The Incentive Program was to consist of task force established road blocks to distribute literature, prizes, and cash awards.

The PI&E was to consist of two levels of activity. Level I activities were to be designed for high impact, short term results. The activities were to target the general public within a four mile radius of Ayden through radio, television, newspapers, and the Incentive Program. Activities were to include two mass mailings of brochures, posters, bumper stickers, buttons, and other items were to over 1,700 households. Activities also were to be conducted during special events, such as the Ayden Collard Festival.

Level II activities were to be designed for sustained long term safety belt use increases. The activities were to target specific school-age groups. Films, videos, slides, film strips, balloons, suckers, stickers, decals, comic books and other items were to be used.

A PSA video contest would be conducted in each local school. Contestants would be given the opportunity to design, develop, and produce their own PSA video. The winner from each school would receive a cash award and have their video aired on the local TV station.

The police department was to use a robot, designed as a police patrol car, as a teaching aid when making traffic safety presentations to students. P.C. The Robot Patrol Car was to visit each class room and encourage the children to use seat belts. Balloons, buttons, stickers, decals and other items to reinforce safety belt use were to be distributed.

Three waves of enforcement of the occupant protection law were to be conducted during the project. The Chief felt that enforcement was necessary to sustain increases in belt use resulting from the PI&E. During the first week of each wave, PI&E was to be used to inform motorists that during the second week warning tickets were to be

issued for safety belt violations, and that during the third week, violators were to receive traffic citations.

The project was to be preceded by an observational survey. Additional surveys were to be conducted at the end of each wave of activity to determine the effectiveness of the project. Students from local high schools, along with members of the Task Force, were to be trained to conduct the surveys. In addition to the surveys, an analysis of belt use by persons involved in traffic accidents during the project year was to be conducted.

Statewide Enforcement & Training

The State proposed to develop and implement innovative strategies to enhance enforcement of the law, and to increase public awareness of the law and that it was being enforced. The Highway Patrol had already done a tremendous job of carrying out the warning phase of the law. During the 15 months prior to the penalty phase, more than 120,000 warnings were issued. During the first month of the penalty phase, the Patrol issued 2,400 citations for seat belt violations, second only to speeding tickets.

A statewide PI&E campaign was to be implemented to support and enhance the ongoing effort of the Patrol. PSAs and print materials were to be developed and distributed with the message that the law was being enforced. The "safety belt salute" was to be incorporated into the materials. Each local Highway Patrol District was to be encouraged to implement local "Saved by the Belt" programs to highlight the positive results of the enforcement.

To improve enforcement at the local level, a statewide Chiefs of Police meeting was to be held. The meeting was to expose administrators to occupant protection and enforcement of the law and the need for officers to be properly trained in accident injury investigation techniques and accurate reporting of whether crash victims were using restraints. Information on automatic protection systems also was to be provided to the administrators.

The State felt that training of local police officers was needed, as they were not enforcing the safety belt law with the same intensity as the Highway Patrol. The training was to include the importance of enforcing the law, methods of enforcement, how occupant protection devices prevent death and injury, societal benefits, and the importance of belt use by the officers themselves.

State and local police officers trained at the Traffic Safety Institute, Oklahoma City, were to conduct training at four police

training facilities. The training was to be conducted for 60 local police departments, with at least two officers from each department being trained. These officers were then to train other members of their departments. One or more examples of changes in police use of safety belts and enforcement activity within an agency or department as a result of the training was to be measured and reported.

Networking

The State proposed to develop a new occupant protection constituency through the statewide health network. Minorities and elderly groups were to be targeted through this network. Four occupant protection education regional workshops were to be conducted for representatives of the Maternal/Child and Adult Health Services Division from each of the 100 county health departments. Materials were to be developed for the participants to use in their communities. 402 funds were to be used to help establish at least 20 county occupant protection education programs.

Automatic Protection Education

The State proposed to provide PI&E on automatic occupant protection devices. A brochure was to be developed or reproduced for use by the Community Projects, 402 programs, law enforcement, and in the health network programs. Brochures also were to be provided to the Auto Dealers Association for distribution to their membership.

Proposed Budget

The estimated budget for the grant is presented in Table NC-1.

Table NC-1
Proposed Budget

<u>Activities</u>	<u>Funds</u>
Community projects	
Materials	32,400
Surveys	18,000
Statewide Enforcement	
Materials	23,750
Chiefs meeting	2,659
Police Training Workshops	16,260
Health Agency Network Materials	8,940
Automatic Protection Education	
Materials	<u>18,000</u>
Total	\$120,000

Grant Modification

In December 1988, the grant was modified and extended a year to December 1989. The number of Community Projects was changed from five to three sites, with each site to receive \$18,000. The Statewide Enforcement & Training component materials were to be distributed during the extended period. The Chiefs of Police meeting that was to be conducted under the Training Task was cancelled and its funds were to be used to distribute materials under the Enforcement Task. The overall amount of the grant did not change.

New Hanover County

In the Spring of 1989, the New Hanover County Sheriff's Department submitted a proposal for \$18,800 for a 12-month passenger protection community project. New Hanover County is a bedroom community of 115,000 and is located in the eastern part of the State. Safety belt use was estimated to be below 60 percent.

A coordinator within the Sheriff's Department was to devote 30 percent of his time to the Project. A task force was to be formed to help implement the various phases of the program. The task force was to be composed of community members with vested interests in seat belt safety. Task force members were to assist in conducting observational surveys once a month, implementing an incentive program, and organizing a poster and billboard contest in the elementary schools.

The primary goal was to raise the level of safety belt and child restraint use to 70 percent by the end of 1989. The long range goal was to maintain this level of usage after the grant period was completed. A continuing PI&E program was to be part of the Coordinator's duties.

The primary objectives of the project were as follows:.

- o Train Explorer Scouts to observe safety belt usage.
- o Establish a Task Force to develop and implement PI&E and incentive activities for the community.
- o Use Vince and Larry to emphasize safety belt usage.
- o Conduct primary and secondary enforcement of the occupant protection laws during the project; no warning tickets were to be issued for noncompliance, only citations.

PI&E was to be used throughout the project. PSAs were to be produced and distributed to all media. The coordinator was to arrange for

personal appearances by Task Force members to introduce the project on local mass media.

A poster contest was to be conducted for students in grades K-2, and a billboard contest held for third grade students. Prizes were to be awarded in each school for the poster and billboard winners. The three top billboard entries were to be used on donated billboards.

The health coordinator, a member of the American Red Cross, and a health educator from the Health Department were to attend a workshop on Occupant Protection. They were then to provide workshops at selected preschools on the correct use of child restraints. Occupant protection instructional materials, film strips, videos, and slide programs were to be purchased by the health coordinator and then distributed to the schools.

Parking lots at the high school, colleges, and other areas in the community were to be monitored, and incentives given to those complying with the law. Literature and encouragement were to be given to occupants who were violating the law.

Vince & Larry costumes were to be used in conjunction with displays set up during the Azalea Festival, Riverfest, and Piney Woods, and during Law Enforcement Week and Public Health Week.

The effectiveness of the project was to be evaluated through surveys of safety belt usage. Explorer Scouts were to conduct the surveys throughout the county on a monthly basis. A personal computer was to be purchased and used for recording survey data and seat belt and child restraint citations. Spread sheets were to be produced to provide information for quarterly reports to the State.

Cherokee

In the Fall of 1989, the Eastern Band of Cherokee Indians Police Department submitted a proposal for \$19,080 for one of the community projects. The Cherokee Reservation had a population of approximately 9,590 people, 75 percent of whom were of legal driving age. The Reservation is located in the southwestern part of the State. Safety belt use on the Reservation was estimated to be 27 percent. The Police Department felt that such a low use rate substantiated the need to provide more effective education and information and stricter enforcement of the occupant protection laws.

A multidisciplinary committee comprised of Tribal leaders, health officials, police and fire agencies, school administrators and community leaders had been established for the purpose of addressing

injury reduction. A priority of the Tribe for FY 1990 was to increase seat belt and child safety seat usage.

The primary goal of the project was to increase the level of seat belt and child restraint use to 55 percent by March 1990, and to continue increasing usage through public education and enforcement. Objectives of the project were as follows:

- o Solicit publicized involvement and support for the program from the Tribal government.
- o Coordinate and implement individualized workshops on the occupant restraint program to provide education and information for physicians, health care professionals, law enforcement, employers, civic groups and educators.
- o Conduct on-going PI&E activities including: weekly newspaper releases; dissemination of pamphlets, brochures and posters to each township in the reservation; cable television releases; and information booths at local community events.
- o Implement an employee incentive program for Tribal government offices, Indian Health Service, Boys Club and the Bureau of Indian Affairs and two private businesses.
- o Promote seat belt and child restraint usage within targeted groups through PI&E and incentive programs.
- o Support enforcement of occupant restraint use laws of the Tribe and the State and issue citations for noncompliance.
- o Conduct six observational surveys (baseline, four during the project and one following the end of the project) of safety belt and car seat usage of the occupants of at least 600 vehicles.

The proposed PI&E and Incentive Programs were to include the following activities:

- o Poster (grades K-6) and essay (grades 7-12) contests.
- o Raffle tickets issued as incentives to drivers and occupants using their safety belts.
- o Flyers inserted in paycheck envelopes and utility billings.
- o Employee Incentive Programs with awards and recognition.

- o Convincer demonstrations and take home materials for Headstart and school students and staff.
- o Written prescriptions by doctors for safety belt and child safety seat use.
- o Grocery bags printed with safety belt logo.
- o Sporting event announcements, banners and incentive handouts encouraging "Buckle Up Braves."
- o Employee and school newsletter and newspaper.
- o Video and slide presentations for community (e.g., for parents through WIC/Baby Love car seat loaner program).
- o Produce a "homemade" video showing local officials, members of the community, athletes, etc. using their seat belts and encouraging others to do the same.
- o Distribute incentives throughout the community (i.e., coffee mugs, hats, T-shirts, keychains, frisbees, pencils, pens, magnetic stickers, book covers, book markers, coloring books, posters, bumper stickers).
- o Present parents of handicapped children with car seats that meet their special needs.

The police department coordinator was to spend 1/3 time on the project. After the end of the project, the injury reduction committee was to assume responsibility for an on-going occupant protection program.

The coordinator's responsibilities were to include the following:

- o Conducting baseline and other necessary surveys on restraint use on a monthly basis with the assistance of volunteers.
- o Making presentations and workshops available to various groups, agencies and organizations.
- o Making materials and supplies available to support the project during initial stages, including preparing and distributing media material.
- o Developing long range plans for the continuation of the program past grant funding.

- o Purchasing educational, incentive, and support materials.

The project was to be evaluated by:

- o Comparing the baseline observational survey to those surveys performed during and following the project;
- o Comparing the number of citations issued for noncompliance before, during and following the project;
- o Determining the number of individuals who received PI&E;
- o Tabulating the number of class or workshop sessions conducted;
- o Conducting a random telephone survey of the community.

Mount Airy

In the Fall of 1989, the Mount Airy Police Department submitted a proposal for \$18,600 for a 12-month occupant protection community project. Mount Airy is a small rural town of approximately 8,500 people located five miles from Virginia. The police felt that the location of the town between two heavily traveled highways contributed to the town having one of the highest accident rates for its size in the State. Safety belt use rates were not reported in the proposal.

The police department felt that the public would realize the benefits of using occupant protection through strong enforcement and PI&E activities. The department felt that their level of enforcement already was adequate and the greatest problem was that the public needed to be aware of the enforcement and the benefits of using safety belts.

The Crime Prevention and Community Relations officer (CPO) was to coordinate the program. The CPO was to be responsible for the project in the public and private school system, participate in special events, produce PSAs, and make guest appearances on talk shows. The entire police department also was to be responsible for the education of the public on the safety belt statutes. The police were to distribute materials at roadchecks and public events such as the Surry County Fair.

FINAL REPORT

The following information is based primarily on the Quarterly Reports. The Final Report contained very little new information.

Community Projects

The State had some difficulty in obtaining communities for the Elmira-type enforcement and PI&E projects. Only one community was awarded a project during the original grant period. The State finally did award three additional community projects during the grant extension period. Two of the community projects were to run beyond the end date of the grant using 402 funds. Contracts for Community Projects were awarded to:

- o City of Ayden Police Department for \$18,600 for a program to run from January through December 1988;
- o New Hanover County Sheriff's Department for \$18,800 for a program to run from April 10, 1989 to September 30, 1989;
- o City of Mount Airy Police Department for \$18,600 for a program to run from October 1, 1989 to September 30, 1990;
- o Eastern Band Cherokee Indians Police Department for \$19,080; program to run from October 19, 1989 to September 9, 1990.

A summary of the communities' activities follows.

Ayden

- o A 17-member project task force was formed.
- o Local media was an integral part of the program. Newspaper, radio and TV coverage was positive throughout the effort. Task force members made appearances on talk shows to promote safety belt use.
- o More than 20 presentations were made to approximately 1,800 students. Safety belt posters were placed throughout the schools. Students made posters and developed PSAs. Winners of the PSA contest were announced and the winning PSAs were reproduced by the local TV station.
- o Task force conducted a series of road blocks distributing prizes and money to those who were using their safety belts.
- o A balloon launch was held at Ayden Elementary and Ayden Middle School to encourage students to buckle up.

- o Observational surveys were conducted by 16 local students.

Approximately \$4,000 in merchandise was donated for the road block activities. At least one road block was held by the Ayden Grifton Key Club at the Ayden Grifton School to distribute gifts, prizes and money.

New Hanover County

- o Task Force was initiated which included health department officials, members of the media, hospital officials, school officials, representatives from business and industry, and EMS providers.
- o Task Force and Explorer Scouts were trained to gather data on seat belt usage.
- o Logo was designed for PI&E materials.
- o Vince and Larry were used to emphasize the importance of safety belt use (no other information given).
- o Announcements with slogan "Buckle That Belt!" were broadcast daily. TV PSAs were aired. Vince and Larry appeared at Independence Mall and the Port City Classic Parade.
- o Staff participated in Law Enforcement Week, New Hanover County Fair and Riverfest.
- o Poster contest was held and winners selected. All entries were hung at the school that the artist was to attend in the Fall. Three winning posters were being adapted for billboard paper and were to be put up on donated space between September 15, 1989 and January 1, 1990.
- o Incentive surveys were conducted at various locations, including GE, DuPont, University of North Carolina - Wilmington, and local high schools. TV stations were to be surveyed during the month of September. Incentives have been distributed to Heatcraft, New Hanover Co. employees at their fun day, VFW, and student tour groups at the Law Enforcement Center.
- o Wave II activities were started with newspaper articles, and TV news coverage. Members of the task force appeared on a local TV station early morning talk show with 20 minutes of air time spent on the "Seat Belts Pay Off" program.
- o PSA contest concluded and the winners were announced.

- o The task force held a series of road blocks distributing gifts prizes and money to vehicle occupants using safety restraints.

Mount Airy

- o Role of full-time crime prevention officer was expanded to include PI&E on safety belts and child safety seats.
- o Police department conducted 16 presentations, averaging more than five per month. Police estimate that 125,000 people were reached with the PI&E effort.
- o Conviction rate for safety belt violations went from 60 percent prior to the project to 99 percent at the end of the project.

Cherokee

- o Task force was initiated with representatives from the Tribal Health Delivery, Cherokee Police Department, Cherokee Fire Department, Volunteer First Responders, Bureau of Indian Affairs, Indian Health Services, Tribal Emergency Administrators, local citizens and business leaders.
- o Task force was used to identify, develop and train volunteers and advocates to assist in program implementation. No additional information was provided.
- o An aggressive public information campaign was launched. No additional information was provided.
- o Implemented a behavior modification program designed to encourage students to adopt the safety belt use habit. No additional information provided.
- o Members of the SADD club of Cherokee High School were trained to conduct the usage surveys.

Statewide Enforcement & Training

The development (402 funds) and implementation (403 funds) of a "Smart Move" Campaign was completed. As part of the campaign, billboards, a brochure and 220 posters featured a highway patrolman giving the seat belt salute were printed. The billboards ran through August 1989.

The GHSP also worked with the Highway Patrol to develop radio and TV PSAs with a message targeted at motorists for the summer vacation and holiday driving period. The PSAs were expected to begin airing during

the first week of June, in time for the close of school, and to continue through the summer months.

An officer from Boone was trained at TSI, Oklahoma City, and served as a facilitator for five occupant protection workshops. The workshops were held in April 1988 in Fayetteville, Greenville, Greensboro, Charlotte and Asheville in conjunction with accident investigation training. A total of 352 officers received training. Topics included accident investigation techniques, belt law enforcement strategies, the importance of police officers using safety belts and being role models, and the effectiveness of occupant protection devices. Workshop informational materials were provided to all attendees and mailed to all law enforcement agencies. The State also used attendance at the workshops as one criterion in the distribution of new radar units.

Two 12-15 minute law enforcement video tapes, "Enforcing North Carolina's Belt Laws" and "Crash Dynamics -- Seat Belt Use," featuring local enforcement officers, were produced. Approximately 500 tapes were distributed to all enforcement agencies across the State.

In an effort to highlight positive results of using safety belts, all law enforcement agencies were encouraged to develop "saved by the belt" programs. The GHSP developed an award for the program.

Networking

Four occupant protection workshops were conducted during the first week of December 1987 in Fayetteville, Greenville, Hickory and Burlington. Seventy-eight health professionals representing 56 counties were in attendance.

The workshops were designed to sensitize a larger number of public health professionals to the importance of safety belts and child safety seats as a risk reduction, injury prevention measure. Information and materials were provided on crash injuries, dynamics of a crash, use of occupant protection devices, occupant protection laws, misuse of child safety seats, and how occupant protection programs can be incorporated into existing health department programs and services.

The workshops also provided information concerning \$2,000 minigrants (402) that would be available to local health departments to initiate and conduct occupant protection programs. The State awarded 21 minigrants to county Health Departments.

Automatic Protection Education

No information was provided on this component of the grant.

EVALUATION

Little data was provided by the State in any of its reports. It is not possible to determine whether the activities of the communities caused the reported changes in safety belt use.

Enforcement

The State reported that in Ayden there were few, if any, safety belt citations issued prior to the project. During the project, 267 warning tickets and 33 citations were issued. This was the only enforcement data presented.

No information or data was provided for Cherokee. For Mount Airy, it was reported that the effort concentrated on voluntary compliance as opposed to active ticket writing. The only information reported for New Hanover was that police had stepped-up the level of enforcement during the project. No data was provided.

Observations

The results of the safety belt observations are presented in Table NC-2. All sites were to conduct at least three surveys. It was reported that Ayden conducted seven surveys. Only the baseline and final surveys were reported.

Table NC-2
Safety Belt Observations

<u>Site</u>	<u>Baseline</u>	<u>Final</u>
Ayden	53%	70%
New Hanover	60	69
Mount Airy	58	74
Cherokee	27	42

All sites appear to have increased safety belt use. However, without having control sites, and with the lack of other information and data, it cannot be determined that the projects were the sole cause of these changes. It was reported that seven surveys were conducted in Ayden, but data is only presented for two of the surveys.

DISCUSSION

The State had difficulty in obtaining cooperation from communities for the community enforcement and PI&E projects. Only one community was awarded a project during the original grant period. The State finally did award three additional community projects; however, two of the projects were scheduled to run beyond the new grant end date. These two communities were to complete their projects with 402 funds.

From the available information and data, it appears that the Community Projects generally were conducted as requested by the State. Very little enforcement data was provided, and then for only one of the four community projects. At least three observational surveys were to be done by each community, and it is reported that seven were done at one of the sites. However, only the baseline and final survey data are provided. Without the use of control communities and with the lack of information and data, it cannot be determined that the projects were the sole cause of the reported increases in safety belt use.

The Statewide Enforcement component appears to have been completed as proposed. The development (402 funds) and implementation (403 funds) of a statewide Campaign, "Smart Move," was completed. As part of the campaign, billboards, a brochure and poster were used which featured a highway patrolman giving the seat belt salute. The GHSP also worked with the State Highway Patrol to develop radio and television PSAs with a message targeted at motorists for the summer vacation and holiday driving period. The only aspect that was not done was running a statewide Chiefs of Police meeting.

Training also appears to have been completed as proposed. At least one officer received instructor training at TSI in Oklahoma City. Five occupant protection workshops were held for local police officers. Over 350 officers received occupant protection training. Workshop informational materials were provided to all attendees and mailed to law enforcement agencies statewide. The State also used attendance at the workshops as one criterion in the distribution of new radar units. Two 12-15 minute law enforcement video tapes, featuring local enforcement officers, were produced. The tapes were distributed to all enforcement agencies in the State.

The Networking Component also was completed as proposed. Four occupant protection workshops were conducted for health professionals. Seventy four people were trained. The workshops also were used to initiate small 402 grants to over 20 local health departments to conduct occupant protection programs.

No information was provided on the Automatic Protection Education activities of the grant.

OHIO

In July 1986, Ohio began secondary enforcement of a law which requires front seat occupants of passenger cars to be restrained. Prior to enactment of a mandatory safety belt use law, usage was less than 20 percent. During the first year of the law, the State observed an increase in belt use to just under 50 percent.

The State reported being involved in a program to implement its mandatory use law. The program had many activities including industry networking, comprehensive community programs, PI&E campaigns, child passenger safety programs, locally funded incentive programs, and special orientation training for the enforcement community. Statewide safety belt use, attitude and knowledge surveys had been conducted quarterly.

The State had hoped to achieve 70 percent safety belt use by the end of the first year under the law. Although a few areas in the State had been able to attain short periods of usage at or above that level, the State as a whole appeared to have leveled off at 48 percent. The State identified three basic problems with the previous occupant protection program.

First, enforcement was less aggressive than had been expected. In fact, many police agencies felt that a citation for failure to wear restraints was of little or no value, and to some agencies the issuance of citations was considered harassment of the driver. The second problem was caused by the lack of enforcement which resulted in a very low perception of risk of penalty by drivers. Finally, the State felt that there was still some confusion about the safety aspects of restraints, the reasons why they should be used, and how they should be used. To help address these problems, the State requested a grant.

A \$122,200 grant was awarded to the Department of Highway Safety, Office of the Governor's Highway Safety Representative (OGHSR), in September 1987.

PROPOSED GRANT

The OGHSR proposed a 14-month program to be supplemented by 402 and State funds. This would allow for the coordination of funds in the development, operation and evaluation of the program. Major elements of the proposed program were State and local PI&E, local enforcement, training of state and local enforcement personnel, local networking, and statewide automatic protection education.

The OGHSR proposed to establish whether a program, using waves of enforcement, media campaigns, public education, and community program activity, would result in a significant increase in restraint usage. The program was designed to test two hypotheses. The first was whether it would be possible to achieve and maintain a 70 percent usage rate. The second was whether a program, operated on a quarterly cycle of one month of stepped up activity followed by two months of low level activity, could achieve a high level of compliance while conserving limited resources.

Community Projects

Three communities were to be selected for 12-month Elmira-type projects. Each community project was to be coordinated by the OGHSR through a local program director (funded by 402). The communities were to meet the following three criteria:

- o The communities were to represent a range of socioeconomic characteristics and be large enough to provide a city police department and a base for development of a community safety belt task force.
- o The communities were to have little or no current safety belt activities.
- o The communities were to be in different media market areas so as to minimize carryover.

Each community was to be provided with funds and resources to establish and operate a restraint use task force. The OGHSR was to assist each community coordinator in the development of an aggressive local network. Two groups to be emphasized were the medical community and daycare establishments.

Activities of the program were to include the following:

- o Designing, producing and distributing locally oriented materials to inform the community of a commitment to the required use law and the reasons why safety restraints should be used.
- o Producing and distributing local media information on the project and its progress. The PSAs were to be timed to coincide with the waves of local program activity.
- o Funding of overtime for the initial training of police officers on the provisions of the law, the scope of the

project, and the police's commitment to enforce the occupant protection laws, and providing follow-up training to officers on the progress of the project.

- o Supporting local enforcement, including the funding of overtime for special patrols. Police officers were to be assigned to selected areas of the community to increase police visibility and concentrate on restraint use as well as other traffic violations. Special duty also was to include presentations to schools and major businesses on the need for restraint use.
- o Reporting of local activities, including weekly tallies of officer contacts with drivers. Data was to include information on the type of contact, observed use of restraints, and warnings and citations issued.
- o Providing two days of orientation and training in Columbus to selected police officers and the community coordinators. This meeting was to serve as the program kickoff. It also would allow the three coordinators to collaborate on planning their projects, and the OGHSR to provide materials for the projects.

Community activities were to be conducted in three waves over a 12-month period. The first two months of the grant were to be used to establish a local task force and develop local PI&E materials. Beginning with the third month, then again during months six and nine, the community was to conduct intense activities. The final three months of the project would include follow-up data collection, final data analysis and preparation of the final report. Throughout the project, each community was to maintain a minimal level of PI&E activity. The PI&E was to be amplified during the three waves of intense activity and to include promotion of the extra enforcement and results of the effort.

Along with the baseline level of continuing PI&E, each community was to develop media spots to be broadcast and printed during each wave of activity. The following are examples of themes that could be used in the program.

- o "Here We Come" (wave 1) - providing information on the stepped-up enforcement program and local commitment to the idea of restraint usage and the law.
- o "How Are We Doing" (wave 2 & 3) - providing follow-up information on citations and safety belt use after each wave of activity, and prior to or during the next wave.

- o "We Care" - using medical, enforcement and community officials, as well as selected private citizens and employers to present the reasons for wearing restraints and why they care enough to ask their friends and employees to buckle up.
- o "Lets Not Be Passive" - using facts about passive restraints and the need for combined use of passive and regular restraints.

The impact of the community projects was to be evaluated through several effectiveness measures. The evaluation was to be funded through 402 funds.

The primary evaluation measure for the community projects was to be observed restraint use. Surveys were to be conducted by an independent contractor each month. Data collection sites were to be selected using a random assignment method similar to that used in the statewide observational surveys. An average of four sites per city were to be observed each month. Data was to be gathered at each site for six 15-minute observations using a standard form. It was estimated that these procedures would result in 500 - 1,000 observations per community.

The second form of data collection was to be information documenting officer contacts. Officers were to be provided with shift logs where they would record each driver contact, the observed restraint use, primary offense for the traffic stop, and resulting restraint citation. This data was to be gathered by the local enforcement agency and submitted to the OGHSR along with the agency's police chief summary of activities performed by his staff during the previous month. OGHSR would then compile the data for all the community projects.

The third type of data that was to be collected would provide information on program administration and any crashes which occurred in the communities. Each community would be required to submit monthly activity reports summarizing traffic enforcement hours, crashes, and any anecdotal information on the program.

Statewide Enforcement & Training

Statewide enforcement was to be conducted by the Ohio State Highway Patrol at no cost to the program.

Proposed Budget

Table OH-1 presents the proposed budget for the program.

Table OH-1
Proposed Budget

Community Projects	
Coordinators	\$42,000
Travel	3,000
PI&E Materials	6,000
Enforcement	
Overtime	22,600
Materials	2,000
ODHS Staff Support	2,000
Training	20,600
Networking	
OGHSR Staff Time	6,000
Automatic Protection Education	
Materials and Supplies	<u>18,000</u>
Total	\$122,200

FINAL REPORT

The program was supplemented by State and Federal 402 funds. This project approach was reported as maximizing the efficient use of all funding sources, Federal, State and local.

Community Projects

Three communities, Cambridge, Findlay, and Mansfield, were selected to evaluate the enforcement and PI&E program. Coordinators were selected to oversee project activities at each of the three sites. They attended a planning and training meeting in Columbus hosted by the OGHSR. The meeting covered restraint use issues, occupant protection laws, and specific requirements of the program. All three sites decided to use existing NHTSA and State PI&E materials with supplemental localized materials. Each site formed a local task force and collected information from other occupant protection programs.

On January 13-14, 1988, an Occupant Protection Usage and Enforcement Workshop, using NHTSA materials, was held in Columbus. This workshop was attended by 15 police departments, including officers from the three project sites. The officers from the project sites then initiated training in their communities, first for the officers that would be working the program and then for the remainder of the police forces. The training was reported as well received by the officers.

Each community conducted activities in three waves over a seven-month period. The activities concentrated on increased enforcement and associated PI&E. It was reported that a base level of PI&E was continued during the months when there was no active enforcement.

Following is a summary of site activities.

Cambridge

- o Formal kickoff was held on March 4, 1988. Those attending included the Director of the ODHS, Mayor, Safety Director, Chief of Police, various members of the press, and local representatives.
- o Newspapers and radio stations were contacted and supplied with public information materials, including PSAs and information about the program.
- o NHTSA and ODHS publications, pamphlets, posters, films, and PSAs were used in presentations at schools, city buildings, civic organizations, and businesses.

- o McDonalds and Wendys distributed copies of the Buckle Up Coloring Book to customers seen wearing their safety belts.
- o "It's a Snap" and "Mini Convincers" materials were used in the community and elementary schools.
- o Project coordinator made many presentations and worked with local civic organizations to obtain their support.
- o Police officers passed out Buckle Up Coloring Books to children in parks and informed them to watch the newspaper and TV for information concerning a Coloring Contest. Everyone who entered the contest received pamphlets and stickers.
- o Films, "It Can't Happen to Me" and "Safety Belts: a Special Case History", were shown at adult programs.
- o Two training seminars using the NHTSA occupant protection and enforcement curriculum were conducted for members of the police department. All officers received the training.
- o Roll call training film was shown, and a pamphlet developed by the ODHS specifically for law enforcement was distributed to officers.
- o Chief issued periodic memos to officers as a reminder to wear safety belts and on the importance of enforcing the law.

Findlay

- o Formal kickoff was held on February 26, 1988. Those attending included the Director of the Ohio Department of Highway Safety, Mayor, Chief of Police, representatives from local business, task force members, and representatives from local newspapers and radio stations.
- o Seat Belt Convincer was demonstrated to the Police Department, various other city employees, and the general public.
- o Newspapers and radio stations were contacted and supplied with various pieces of information on the program, including PSAs, for use in continuous coverage. One newspaper was very supportive of the program and carried a series of front page articles on child restraints.
- o Coordinator, as well as other task force members, gave presentations at various civic organizations, elementary, middle, and high schools, private business, and industry.

- o Pamphlet was developed using the theme "Start the Habit Now: Buckle Up For Life." Pamphlet was widely distributed in the city and surrounding county. Another pamphlet, "Don't Be Stopped Dead," was developed, covering passive restraint information.
- o Drivers observed wearing safety belts were eligible, in three separate contests, for prizes donated by local merchants.
- o "The Ride of Your Life" film was shown at presentations to civic groups, schools, Safety Council, Hancock Recreation Center, local businesses, industry, and the Chamber of Commerce. The film also was shown on five separate occasions by the local cable station.
- o Coordinator presented programs using the "Mini Convincer" to children attending Safety Town, as well as a local child care center. Lifesaver candies were distributed to the children attending the presentations as a reminder to use their safety belts.
- o Seat Belt Convincer, Vince and Larry, and two crashed cars were featured at the Hancock County Fair; it is estimated that 3,500 people viewed the demonstrations.
- o "We Enforce the Seat Belt Law" bumper stickers were used on police vehicles, while "We Support the Seat Belt Law" bumper stickers were displayed on all other city vehicles.
- o Training sessions using the NHTSA developed occupant protection and enforcement curriculum were conducted for all police officers.
- o Roll call training film was shown and a pamphlet developed by the ODHS specifically for law enforcement was distributed to officers.
- o Reminders, in the form of memos and brochures were given periodically to enforcement officers.

Mansfield

- o Formal kickoff was held on March 1, 1988. Those attending included the Director of the Department of Highway Safety, Mayor, Chief of Police, Sheriff of Richland County, City Council members, representatives from local businesses, and concerned citizens.

- o Seat Belt Convincer was demonstrated for the general public, other city employees, and the police department.
- o Newspapers, and radio and TV stations were all contacted and supplied with PSAs. The newspapers published pictures and articles on the Seat Belt Convincer demonstrations.
- o Meeting was held with two municipal court judges to explain the program and solicit their support.
- o Coordinator made presentations to the City Council, Exchange Club, Sheriff's Department, elementary, middle and high schools, civic groups, church associations, and private business and industry.
- o Information pieces were developed with the theme "Live to Enjoy Our Fun Center Mansfield, Buckle Up." Developed pieces included: a poster, table tent, key fobs, mugs, napkins, placemats, ball caps, Postems, litter bags and book covers. These were distributed after presentations and to government offices, private business and industry, eating establishments, schools, and churches. Litter bags were distributed to car repair shops to be placed in vehicles being repaired.
- o Metal signs were produced and displayed on streets throughout the city. Private businesses and industry also installed and displayed the signs at their parking lot exits at no cost to the Project.
- o "Saved by the Belt" presentations were made throughout the Project. Presentations were attended by all law enforcement agencies - sheriff, highway patrol and local police.
- o NHTSA developed occupant protection and enforcement curriculum was used in two training seminars conducted for all officers in the police department.
- o Follow-up training was held periodically and included the distribution of a pamphlet developed by the ODHS in conjunction with the Dayton Police Department. Roll call training film developed by the ODHS was shown to all officers.

Statewide Enforcement & Training

This component was to be done by the State Police. No additional information was provided in the Final Report.

Networking

No specific information was provided in the Final Report on this component of the grant.

Automatic Protection Education

Little information was presented in the Final Report on educational activities covering automatic protection. A mention is made that a pamphlet entitled "Don't Be Stopped Dead", covering passive restraint information, was developed for the Findlay Project. No other information is provided.

EVALUATION

Enforcement

The only enforcement data presented in the Final Report was the average citations issued during each of the three active enforcement months. Data for individual months prior to or between the months of enforcement during the program were not provided.

Cambridge officers averaged 150 citations, Findlay officers 200 citations, and Mansfield officers averaged 250 citations during the active enforcement months of March, June, and September. "Good Traffic Stops" were conducted by Mansfield officers who gave food coupons to persons observed wearing their safety belts. This activity was in cooperation with a supportive McDonalds. The activity was well received and seen by the officers as projecting a positive image.

Observations

A contractor gathered safety belt observation data for the program. Surveys in the three communities were conducted each month. An average of 11 sites were observed, per city, per month. Safety belt use rates are presented in Table OH-2.

Table OH-2
Safety Belt Observations

<u>Site</u>	<u>Months</u>								
	F	M*	A	M	J*	J	A	S*	O
Cambridge	26%	22%	27%	27%	25%	24%	26%	25%	27%
Findlay	34	36	39	31	40	41	39	38	39
Mansfield	34	24	27	29	30	30	31	32	32

* Enforcement months

There does not appear to be any substantial change in safety belt use across the program period. Findlay may have had a small increase in use, five percentage points. Rates in all three sites fluctuated during the first few months of the projects, actually dropping in two of the sites. In addition, as no control sites were used, it is difficult to determine whether the program in Findlay did actually increase belt use.

DISCUSSION

It was difficult to adequately evaluate the program, as the Final Report does not present detailed information or much data on the Project's activities.

The State assumed that the grant would impact safety belt use if the components were conducted properly. It was hoped that there would be a carryover period after each campaign where program resources could be conserved with only maintenance levels of activity during the off-period. All the communities appeared to have conducted their projects as proposed. However, none of the three test communities saw substantial changes in safety belt usage.

The State felt that part of the reason for the results was that the driving public did not appear to take the mandatory use law seriously, and that the law could only be enforced after a driver is stopped for another violation. The latter point does not have to affect program outcome, as other secondary enforcement grant sites did find significant increases in safety belt use from similar programs. Because other grant sites have found positive results from like program activities, one possibility is that the projects did not have an adequate amount of PI&E or enforcement to change the perceptions of drivers that the law was being enforced.

Police in each site did issue citations for occupant protection violations during the enhanced enforcement months. It is not known whether the enforcement was an increase from previous efforts, what level of enforcement occurred between the enhanced efforts and after the end of the project, or if the public was aware of the enforcement.

The Statewide Enforcement & Training, Networking, and Automatic Protection Education Components of the grant were not described in the Final Report. It is not known whether these components were even conducted.

OKLAHOMA

The Safety Belt Use Law became effective February 1, 1987. The law provided for secondary enforcement of safety belt use in the front seat of passenger cars; pickups and vans were excluded.

Prelaw statewide safety belt usage was observed at 16 percent. Six weeks after the law went into effect, the usage rates had increased to 41 percent. Observations showed that safety belt usage was higher in urban areas of the State, especially Oklahoma City and Tulsa, and much lower in the rural southwestern part of the State. The State requested a grant to support a comprehensive and extensive program to further increase belt use throughout the State.

A \$120,000 grant was awarded to the State Highway Safety Office in September 1987.

PROPOSED GRANT

The Highway Safety Office proposed an 18-month program to support the State's overall occupant protection program. The following areas were identified for funding through the grant: community programs, statewide enforcement initiatives, police training, state-level networking of the medical and health community, and automatic protection education. The program had the following objectives:

- o Achieve 90 percent awareness of the safety belt law.
- o Achieve 85 percent public acceptance of the safety belt law.
- o Achieve 70 percent compliance with the law.
- o Decrease fatalities by 100 or more.
- o Decrease injuries and injury severity.

Community Projects

The two major metro areas of the State, Oklahoma City and Tulsa, already had occupant protection programs in effect. The State expected safety belt use to be less in the rural areas than in the metro areas. As rural areas had 55 percent of the State's population, the State felt that it was important that the smaller cities have the opportunity to implement a safety belt program.

The State proposed a comprehensive safety belt enforcement and PI&E program for up to four communities that were not part of the State's

two major metro areas. The communities were to be selected on the following criteria:

- o Low safety belt use.
- o Willingness to enact mandatory occupant protection use ordinances to parallel the State laws.
- o Willingness of law enforcement agencies to conduct a full scale project tailored to the individual needs of the community.
- o Willingness of government leaders, civic organizations and other vital groups in the community to support the project.
- o Other elements the State had found to be valuable for successful programs in the past.

Three enforcement and awareness blitzes were to be conducted during the 12-month project period. Safety belt observation surveys were to be conducted prior to and following each blitz. Because the law requires secondary enforcement, police were to conduct enforcement blitzes by making contact for violation of the Child Passenger Protection law, hazardous moving violations and other primary traffic offenses.

The success of the projects was to be determined from changes in safety belt use. Enforcement productivity was to be measured by the number of safety belt tickets and warnings issued as a result of the secondary enforcement.

Statewide Enforcement & Training

The State felt that because the law provided only for secondary enforcement, it was virtually impossible, as well as impractical, to fund special enforcement patrols to specifically target safety belt violations. In addition, the State felt that the public's perception of getting a ticket for violating the law was low.

The State proposed to use the Department of Public Safety (DPS), Highway Patrol to conduct a statewide effort to increase the public's perception of risk. The State's media channels and other public communication platforms were to be used in conjunction with active secondary enforcement by the Patrol.

The State was to work through organizations such as the Association of Chiefs of Police and the Municipal Judges Association to expose law

enforcement and judicial administrators to the various aspects of occupant protection and enforcement of the law. The State also would provide model city ordinances for mandatory restraint use, and encourage their adoption.

The following activities were to be included in the Program:

- o Developing PSAs featuring law enforcement personnel addressing the safety belt use law.
- o Developing a series of approximately three in-service police training videos to stimulate and encourage enforcement.
- o Developing PI&E print materials including brochures, posters and bumper stickers for display and handout at police departments, and for use by officers during enforcement contacts and presentations.
- o Providing two training workshops, one for police chiefs and one for municipal judges, that were to be conducted in conjunction with annual meetings or state conferences of the two groups. It was expected that 125-150 police chiefs and 80-100 judges would attend these meetings.

The State felt that the law officer is a highly visible representative and symbol for traffic safety and very important for successful implementation of the safety belt law. The public needed a strong perception that the enforcement community would seriously enforce the law.

Grant funds were to be used to develop in-service and recruit training programs which could be incorporated into existing law enforcement academies and schools through both local police departments and state-level training organizations. Emphasis was to be placed on training instructors who would then train officers, on an ongoing basis, on occupant restraint enforcement and occupant protection awareness.

The following activities were to be included under this component:

- o Developing and coordinating police training programs on enforcement of the safety belt law and benefits of occupant protection systems. The training and its incorporation into police training systems statewide was to be evaluated.
- o Duplicating NHTSA and State training materials for use by instructors and informational materials for participants to be used in contacts with the public.

- o Conducting four workshops to train instructors within the police training system on the delivery of course instruction material. It was estimated that 175-200 instructors would attend the workshops.

Networking

The State already had encouraged productive working relationships and support activities throughout the medical community in regard to the Child Passenger Protection programs. The State felt that an aggressive networking system to promote seat belt use and the law within the medical community would represent an excellent opportunity to help gain support for the safety belt law.

The marketing strategy for developing the network was to target all physicians by working through the medical community. The State proposed to use groups such as the State Medical Association in this effort.

The following activities were to be included:

- o Attempting to make comprehensive presentations at existing statewide medical meetings.
- o Providing safety belt information for those medical groups promoting child safety seats and recruiting additional groups to promote occupant protection.
- o Developing, reproducing and distributing "Waiting Room Kits" containing occupant protection education materials for up to 1,200 physicians to display and hand out during patient contacts.

Automatic Protection Education

The State felt that because of all the publicity of the mandatory use law, little public awareness had been directed toward automatic protection education. With 65 percent of vehicle accidents involving frontal impacts, it was imperative to conduct a PI&F campaign both on the availability and the advantages and disadvantages of automatic protection devices.

Target audiences were to include new car buyers as well as the public at large. The State proposed to work through existing community programs, as well as develop new channels such as the State Automobile Dealers Association, Insurance Agents Association, Highway Users, and other groups that showed willingness to help.

The following activities were to be included:

- o Developing, reproducing, packaging and delivering an automatic protection display and handout materials for use in approximately 750 vehicle dealerships throughout the State.
- o Producing three traveling exhibits on automatic protection for workshops, fairs, mall events, and showroom displays.

Proposed Budget

The proposed budget for the grant is presented in Table OK-1.

Table OK-1
Proposed Budget

<u>Activity</u>	<u>Funds</u>
Community Projects	
4 Coordinators	\$48,000
Statewide Enforcement	
PSAs	6,300
Training Videos	4,850
Print Materials	4,850
Workshops	8,000
Training	
Coordinator	12,000
Materials	6,400
Workshops	2,000
Automatic Education	15,600
Networking	12,000
Total	<u>\$120,000</u>

FINAL REPORT

In February 1989, the State requested and received an extension to July 30, 1989. The State's law was amended in March 1989 to include front seat occupants of pickups and vans.

Community Projects

The State selected four communities for the 12-month enforcement and PI&E program. The communities were Ardmore, population 23,700, located in the south central part of the State; Muskogee, population 40,000, located in the eastern part of the State; Ponca City, population 26,200, located in the north central part of the State; and Woodward, population 13,600, located in the northwestern part of the State. A 1/2 time Program Coordinator from the police department was designated by each city.

The four coordinators met in Oklahoma City and received observation survey training from the University of Oklahoma, Bureau of Government Research (which conducts statewide observational surveys for the State). The training included conducting observational surveys, making site selections, and determining sampling techniques to insure reliable data analysis.

Where possible, PI&E activities and enforcement blitzes were planned to coincide with major holiday weekends. Two to three waves of enforcement were conducted by the communities. The following summarizes the activities of the four communities.

Ardmore

- o Newspaper articles and local radio and television covered the various waves and phases of the project.
- o Presentations were made to schools, neighborhood watch organizations and civic groups.
- o Workshop was held for local school bus drivers.
- o Several PSAs and announcements were produced for local radio and TV pertaining to proper seat belt and child seat use.
- o Five radar units were purchased with 402 funds to help enhance the secondary enforcement of the safety belt law.
- o Coordinator conducted officer awareness and enforcement training for the police department.

- o During the first quarter of the project, 93 occupant protection citations were issued. During the second blitz, 167 citations were issued for seat belt and child seat law violations. During the last quarter of the project, 200 citations were issued.

Muskogee

- o Numerous presentations were made to schools (65 classes), daycare centers, churches and civic groups (e.g., Kiwanis, Pilots, Rotary).
- o Daycare package was developed that contained a copy of the city ordinance on occupant protection device use and flyers demonstrating the proper way to use child restraints.
- o Five part newspaper series, coupled with local radio news coverage and radio PSAs, publicized the first warning and enforcement phase.
- o Print and electronic media publicized the project, start-up date, and survey results. A local newspaper and KOTV, Channel 6 (Tulsa) continued coverage throughout the project.
- o Safety belt survivor club and safe driver award program were initiated. The safe driver award was presented by the police to drivers who were observed driving safely, obeying the speed limit, and properly buckled up. The local newspaper continually covered this activity.
- o A corporate safety belt awareness program for the business community was developed.
- o An Occupant Offender Program, open to first time offenders, was initiated. Each class ran two hours and could accommodate up to 20 offenders. The Program was so popular that two to three additional classes were added per month. No additional information was provided.
- o A PSA was produced which included the mayor, chief of police and a judge.
- o Explorer scouts set up and ran a booth on safety belts at the local fair.
- o 10 radar units were purchased with 402 funds to help enhance the secondary enforcement of the safety belt law.

- o A city policy was issued requiring all city employees to use safety belts while in city vehicles.
- o During the first warning phase, the police issued hundreds of verbal warnings to motorists (specific numbers not reported). During the first enforcement blitz, 260 tickets were issued. In the month following the enforcement blitz, 94 tickets were issued. During second enforcement blitz, 299 citations were issued, and during the third enforcement blitz, 561 tickets were issued.

Ponca City

- o Numerous presentations were made to schools, private organizations, civic groups, and Conoco employees (no numbers provided).
- o Local newspaper and radio news coverage publicized the warning and the enforcement phases of the project.
- o Project director produced several radio and television PSAs, gave numerous interviews to the local newspapers, and set up a booth at a local health fair where he handed out brochures and answered questions.
- o Seven radar units were purchased with 402 funds to help enhance the secondary enforcement of the safety belt law.
- o In-service training was conducted for police officers (number trained not provided).
- o Prior to the first enforcement blitz, 39 written warnings were given to motorists. During the first enforcement blitz, 45 seat belt violations were issued to motorists. In the month following the blitz, 40 citations were issued.
- o In the months between the first and second blitz, 105 citations were issued. In the month just prior to the second blitz, 22 citations were issued, 34 were issued during the blitz, and 27 citations were issued the the month following the blitz.

Woodward

- o Presentations on seat belts were made at schools and civic groups. Tours of the Police Department included a presentation

about occupant protection; 362 children and adults given tour during the project.

- o Good Driving Award program was initiated and conducted and publicized weekly. Local merchants donated \$20 gift certificates that were awarded weekly for about three months to motorists observed to be buckled up and driving safely (number issued not reported).
- o Local newspaper extensively publicized the safe driving awards as well as testimonial features on "Saved by the Belt".
- o The mayor signed a "Buckle Up America Week" proclamation to alert citizens of the State and city seat belt laws.
- o State Committee for Safety Belt Use gave 25 "Fasten Your Seat Belt" signs to the community. Signs were placed throughout the community to remind motorists of the new law. The Committee also provided "Buckle Up Helper Award" certificates, star badges, stickers and posters for use in local schools and daycare centers.
- o Safety belt training video was filmed by the DPS using the project coordinator. The video was distributed to 54 police departments statewide (see Statewide Enforcement & Training Section).
- o Five radar units were purchased with 402 funds to help enhance the secondary enforcement of the safety belt law.
- o In-service training was conducted for the police and fire departments on occupant protection laws and goals of the project. Twenty-five to 30 officers and fire personnel were trained.
- o During the first enforcement blitz, 40 seat belt citations were issued. During the second enforcement blitz, 77 occupant protection citations were issued.

Statewide Enforcement & Training

A contract was awarded to the Department of Public Safety (DPS) to conduct the statewide enforcement component of the program. The DPS Video Section produced three television PSAs that were distributed at different times statewide.

Three law enforcement in-service training videos were produced and distributed by the DPS. The Community Project Coordinators assisted

in the filming. Forty-four police departments requested the first video within the first week it was offered, followed by 10 additional requests. The second and third video were distributed to those agencies who had requested the first one.

An additional objective was for the DPS to provide printed materials to local police agencies, civic groups, public service companies and enforcement troopers for distribution. The Final Report states that this objective was not completed.

Two workshops were conducted in the western and eastern sections of the State for judicial and law enforcement officials. One day workshops were conducted in Weatherford and Fountainhead for judges, prosecutors and law officers. Approximately 100 individuals were in attendance. The workshops promoted effective enforcement and adjudication of the occupant protection laws.

Negotiations with the State law enforcement training agency to provide conduct occupant protection training for instructors was not successful. An alternative strategy was initiated with the Oklahoma City and Tulsa police department training programs. Both police departments trained in-house instructors, and the Tulsa Police Training Center implemented a one-half day course in their academy for all new recruits. Each police department also presented two workshops to invited law enforcement personnel. The workshops were designed to train personnel as law enforcement instructors in occupant protection law enforcement. The workshop participants were provided with training packages and handouts to use in their own regions to facilitate training of other law enforcement personnel. Over 60 police officers were trained. The workshops provided the State with an instructor pool to draw from for future training on occupant training.

Networking

A contract was awarded to the State Medical Association to develop occupant protection educational kits for the 1,156 physicians across the State to distribute information to their patients. The kits contained both existing materials and newly designed materials including lapel stickers, patient brochures, waiting room posters, safety belt and car seat prescription pads, and other materials.

In September 1988, 500 Doctor's Waiting Room Kits were distributed to pediatricians, general practitioners, and some family practitioners. The kits were well received by the medical personnel. Articles explaining the project and noting its success appeared in both the Medical Association newsletter and Journal.

The participating doctors also were sent a list of all child safety seat loaner programs. This would enable them to assist families who need the loaner service.

Automatic Protection Education

After exploring several possible avenues of implementation of the project through auto dealer networks, the State hired an advertising and public relations agency to design and market the program. The program was designed to create a better understanding and acceptance of air bags and automatic belts that were available in new cars.

A film was developed for use in movie theatres. The film was shown in 26 movie theatres throughout the State. A brochure was designed and distributed at 225 new car dealerships and vehicle license agents, and through the safety belt network.

EVALUATION

Enforcement

Enforcement in the community projects was developed and tailored by each police department for their own community. As each site had different programs, the State intentionally did not compare enforcement strategies and level of effort between the sites. Available citation data is presented in the Community Projects' result section.

Observations

Each city conducted its own observations at four pre-selected sites. Two hundred observations per site were obtained, for a total of 800 observations per city per observation wave. The results of the surveys are presented in Table OK-2. Three of the sites, Ardmore, Muskogee and Woodward, experienced substantial increases in safety belt use during their projects.

Table OK-2
Safety Belt Observations

<u>Sites</u>	<u>Baseline</u>	<u>Intermediate</u>	<u>Post</u>	<u>Percent Change</u>
Ardmore	21%	37%	39%	18%
Muskogee	29	46	72	42
Ponca City	29	27	30	1
Woodward	20	37	42	22

It is not clear why the program in Ponca City did not result in increased belt use. One possibility is that the enforcement effort was not great enough to result in the public being aware that there was enforcement of the safety belt use law. For example, when comparing the available citation data from Muskogee against that for Ponca City, the Muskogee police issued significantly more occupant protection citations.

DISCUSSION

Even though the overall objective of the grant, to increase safety belt use to 70 percent, was achieved in only one of the four Community Projects (Muskogee - 72%), the State felt that the grant was successful. Three of the four Community Projects did result in substantial safety belt increases. The fourth site had no change in safety belt use.

The other Components of the grant generally appear to have met their objectives. Statewide enforcement efforts resulted in the production of in-service training videos that were used by over 50 police agencies. Three PSAs were developed and distributed. Training efforts resulted in the officers of the two largest Departments in the State receiving occupant protection training; four instructor workshops trained an additional 60 police occupant protection instructors.

500 Doctor's Waiting Room Kits were distributed statewide to pediatricians, general practitioners, and some family practitioners. This was about half the number of kits proposed to be distributed. The participating doctors were sent a list of all the child safety seat loaner programs in the State. This would enable them to assist families who need the loaner service.

Finally, automatic protection education was distributed to several hundred new car dealers and provided to the State's vehicle licensing agents. An educational film was developed for movie theaters and shown in approximately two dozen theaters.

TEXAS

The safety belt law went into effect September 1, 1985, with penalties beginning December 1, 1985. The State reported that achievements attained during the first year of the mandatory safety belt law were to serve as a basis for a second year program.

A \$180,000 grant was awarded to the State Department of Highways and Public Transportation in July 1987. The proposed grant was to run through September 1987, concurrent with the grant from the previous year.

PROPOSED GRANT

The State proposed a 12-month program designed to maintain program activities and use rates. The following project areas were proposed for grant funding: community programs, statewide enforcement initiatives, police training, statewide networking with the medical community and other groups, and automatic protection education.

Community Projects

A minimum of three cities were to be provided with funding assistance to conduct concentrated local enforcement and education programs modeled after the Elmira project. The sites were to be selected on the following criteria:

- o Low belt use as compared to other cities.
- o No current belt program.
- o Had not received State or Federal funding assistance.
- o Populations around 100,000.

The following activities were to be included in the Projects:

- o Conducting at least two waves of enhanced enforcement of the safety belt law for a period of one to three weeks for each wave, in conjunction with an aggressive PI&E campaign.
- o Conducting PI&E to include the benefits of safety belt use and the law enforcement agency's commitment to enforcing the law.
- o Training local police officers to encourage their own use of safety belts as well as enforcing the law.

- o Obtaining support of local police chief and selected officials to conduct stepped up enforcement campaign(s) to stimulate compliance with the law.
- o Coordinating project initiatives with community leaders to gain their support and active participation.

For each community program, the State was to prepare a project plan that included identification of evaluation measures. The plan would describe:

- o The responsible agency or group coordinating the project;
- o Support of community leaders and public officials;
- o Time frames for stepped up enforcement, PI&E activities, and safety belt observation periods;
- o Specific types of activities that were to be conducted.

Safety belt use and citation data was to be collected for the community projects. At least one baseline survey and two waves of seat belt observations would be conducted during the program. Safety belt and child safety seat use surveys were to follow the protocol of the Texas Transportation Institute developed in cooperation with NHTSA for observational surveys. Use of this protocol would provide consistency with other State survey data.

The State also would provide assistance to the following project components:

- o PI&E - In addition to ongoing educational efforts being conducted by the community project coordinators, special localized mass media was to be developed featuring the endorsement of the program by the police chief or local officials, and coordinated with media contacts to promote the enhanced enforcement effort.
- o Enforcement - Training and strategy planning support was to be provided at each project site for police administrators and officials.
- o Project Coordination - The State DOT was to assist with project coordination with local officials and project coordinators.

Statewide Enforcement & Training

Enforcement of the occupant protection laws was reported as being sporadic. The State felt that enforcement officials were not using safety belts because it was a low priority issue. Officers were minimally informed about why enforcement was important, how to make sound judgements regarding occupant protection enforcement procedures, and what to look for in the safe and proper use of occupant protection devices.

Assistance was to be provided for the following activities.

- o Conducting a meeting for approximately 80 enforcement training coordinators to familiarize them with available curricula, encourage greater emphasis on traffic safety training, emphasize the need for enforcement of occupant protection laws, and provide technical information regarding enforcement issues.
- o Conducting a workshop to train approximately 30 training officers from police academies with special emphasis on the law, enforcement issues, and legal concerns. Each of these trained officers was to then provide at least one training session to other trainers.
- o Providing support to the trainers by conducting on-site visits and providing information.

The State also was to continue the gathering of occupant protection citation data from a minimum of 20 cities. Assistance was to be provided to police departments to improve their data gathering systems and to use the information in public relations activities.

During 1987, the Texas Safety Association, Department of Highways and Public Transportation, and the Municipal Court Training Center initiated a project to train court judges in the need for enforcement and adjudication of occupant protection laws. This project was to be extended under the proposed grant. The following activities were to be included:

- o Providing an updated packet of information related to traffic laws, including occupant protection, to approximately 1,200 judges and 1,200 court personnel.
- o Participating in a minimum of five training programs, judges' meetings, or conferences to present information to a minimum of 250 judges and court staff members.

- o Distributing a minimum of two issues of a newsletter to at least 1,000 courts. The newsletter would highlight occupant protection issues, but also include pertinent information related to traffic safety concepts and programs in alcohol, speed, and other topic areas of interest.

Networking

The second Southwest Traffic Safety Workshop was to be held to bring together various groups involved in traffic safety projects. The meeting would combine volunteer organizations, the medical community, enforcement officials, government officials, and civic leaders. It was expected that approximately 250 leaders from these organizations would attend.

Automatic Protection Education

A statewide PI&E program on automatic protection was to be conducted. The program was to include news releases, print materials, PSA's, and films. In addition to the major network affiliates, cable systems, independents, and religious stations were to be provided with materials. The mass media portion of the program was to be concentrated during the first two months of the program.

Next, public education was to be continued with material and film distribution through established channels such as public affairs officers, traffic safety specialists, local traffic safety project managers, volunteer organizations and media outlets. Some select video and print items were to be translated and distributed for the Spanish language population. The program was to focus on the following issues:

- o Facts on the design and operation of automatic devices.
- o Importance of using safety belts with air bags.
- o Alleviation of public concerns regarding automatic systems (e.g., premature triggering of air bag, entrapment, etc.).
- o Relation of automatic systems to the safety belt law (i.e., law does not change).

Proposed Budget

The proposed budget for the grant is presented in Table TX-1.

Table TX-1
Proposed Budget

<u>Activity</u>	<u>Funds</u>
Community Projects	\$75,600
Training	30,600
Law Enforcement	39,600
Public Awareness	7,200
Automatic Protection	<u>27,000</u>
Total	\$180,000

Grant Modification

In July 1988, the grant was reduced to \$97,600, and the period of performance extended to the end of October 1988. Table TX-2 presents the modified budget. The major change is the elimination of funding for the community projects.

Table TX-2
Revised Budget

<u>Activity</u>	<u>Funds</u>
Community Projects	\$0
Training	30,600
Law Enforcement	37,700
Public Awareness	4,100
Automatic Protection	<u>25,200</u>
Total	\$97,600

FINAL REPORT

In January 1988, Texas was given permission to use a 402 funded Selective Enforcement project in Mesquite as an Elmira project under the 403 grant. In July 1988, the Community Projects Component of the grant was eliminated and the grant was extended to the end of October 1988 to allow the other Components to be completed. An additional grant extension, to February 24, 1989, was then requested.

Projects and activities of the occupant protection program were supported from a variety of sources: Federal funds (402 and 403), State traffic safety funds, State highway funds, and private contributions, including services and materials. Because the State combined 402 activities with the 403 grant and also used private resources, it was not always possible in the Final Report to distinguish which activities were funded from which source(s). Therefore, the following results may include activities and programs funded partially or totally from sources other than the 403 grant.

Responsibility for statewide coordination of occupant protection activities resided with the Coalition for Safety Belts. The Coalition had a planning and implementation committee composed of the Texas Safety Association (TSA), Department of Public Safety, Texans for Safety Belt Use, and the Department of Highways and Public Transportation (DHPT). 403 grant coordination activities were handled by the Safety and Traffic Operations Section of the DHPT.

Community Projects

Four local occupant protection enforcement projects were initiated with 402 funds in the cities of Austin, Mesquite, Tyler and Victoria. The State requested that the 402 funded Selective Enforcement project in Mesquite be changed to an Elmira project under the 403 grant. The objectives of the Mesquite project were to increase the number of safety belt and child safety seat citations issued, monitor the changes in usage, support the enforcement efforts with PI&E activities, and provide a policy requiring safety belt use by all police department employees while on duty. Project activities were to be reported quarterly to the State.

In July 1988, 403 funding for community projects was eliminated. No additional information was available.

Statewide Enforcement & Training

A contract was awarded to the Commission on Law Enforcement Officer Standards and Education to provide occupant protection training to

police officers. The 12-month contract began on September 1, 1987, and included carryover activities from a previous contract.

Occupant protection training seminars were conducted in Kilgore, Dallas (2), Edinbury, Victoria and Longview. At least 33 instructors trained 323 law enforcement officials in occupant protection enforcement and technology in these and other communities.

The DHPT contracted with the TSA to provide judicial training on the safety belt and child safety seat laws. Beginning in 1986, TSA in cooperation with the Municipal Courts Training Center trained judges and court clerks statewide and distributed print material regarding occupant restraints and the mandatory use laws. Over a three-year period, approximately 1,800 judges and clerks had received training regarding the safety belt law and other traffic safety issues including DWI, teenage driving, and the speed limit. During the second and third years, only new, non-attorney judges and clerks received the training.

More than 400,000 pieces of public information and education materials, including brochures, fact sheets, bumper stickers and text book covers with emphasis on occupant restraint, were sent to court personnel to distribute to their communities. TSA distributed similar traffic safety print materials at the 1989 regional Justice Court Training Schools to justices of the peace and constables.

In the 1988 occupant restraint citation data survey, enforcement personnel issued a total of 129,583 tickets for occupant protection violations in the study cities. Convictions in municipal court averaged 55 percent. Data from four of the cities show that less than half of the violations heard in their courts led to convictions.

Disposition of citations for all traffic violations handled by Justices of the Peace resulted in 72 percent being disposed of prior to trial (fine payment), 20 percent dismissed either prior to or after a trial, and eight percent going to trial. Of these, 98 percent were tried by the judge alone. Of the cases that went to trial, the defendant was found guilty in 93 percent of the cases tried before a judge alone and in 82 percent of those tried by a jury. Occupant restraint violations were adjudicated guilty only 64 percent of the time, which was still greater than those adjudicated by municipal courts.

Networking

Two occupant protection PSA's were developed. Materials such as brochures, posters, PSA's and a slide show were distributed by the

Department of Public Safety, Safety Belt Coalition, Department of Health, and other local agencies and organizations. No additional information was provided.

Automatic Protection Education

No information was provided on whether this component was conducted or completed.

EVALUATION

As best as can be determined, the following evaluations were all funded under 402 funds. It is not clear how many of the evaluated activities may have been funded by the 403 grant.

Citations Study

A 1987 study done by the University of North Carolina, Highway Safety Research Center, of 25 States with safety belt use laws found a strong positive association between enforcement levels and safety belt use in states having primary enforcement policies. The authors postulated, and the State agreed, that because the study only used highway patrol data, it might not be indicative of enforcement activities by local police agencies within a particular State. Without the local police data, the findings of the study could only be considered preliminary. The State initiated a study to determine whether this was indeed the case.

Because there was no automatic reporting of local safety belt and child safety seat citation data, the TSA was given a contract in 1986 to collect data from city police departments. Data from 31 city police departments was being collected.

Observational data used in the study was collected by the Texas Transportation Institute. Data was collected in 18 cities covering the major population centers as well as less populated areas. The observations were limited to use of a shoulder harness by outboard front seat occupants of privately owned passenger cars and pickups with Texas license plates. These 18 observational survey cities are included in the citation data collection study.

Three years of occupant restraint enforcement data was collected. As with observational restraint use data, enforcement levels were found to vary considerably from one city to another, and across the three years. For those cities with at least two years of data, there appears to be a general reduction in violations from 1986 to 1987, and a general increase from 1987 to 1988. The percent convicted of restraint violations increased from 66 percent in 1986 to 74 percent in 1987, but decreased to 55 percent in 1988.

Analysis of citation and observational data from the 18 observational survey cities showed an insignificant positive association between the number of citations and safety belt use. Only about nine percent of the variance associated with safety belt use could be explained in the analysis by the annual number of citations.

Observations

The Texas Transportation Institute began observational surveys of occupant restraint use in selected cities in 1985, several months prior to implementation of the mandatory use law. Subsequent observational surveys were conducted once in 1986, and semiannually in 1987 and 1988.

Based on the experience of other States with mandatory safety belt use laws, an increase in observed belt use following the law's implementation followed by a decrease in usage over time was expected by the State. However, observational surveys indicated that during the first year of the law, driver safety belt use increased from 15 to 67 percent. The rates subsequently decreased to approximately 55 percent, but then increased again to approximately 68 percent. The initial increase and the subsequent relative stability of the usage rates exceeded what was anticipated by the State.

Program Factors Study

A contract was awarded in March 1988 to the Texas Transportation Institute to perform a comprehensive examination, documentation, and analysis of factors believed to be associated with the success of the law, and differences in safety belt use between cities. The primary objective of the study was to identify variables that could explain differences in safety belt use across cities. Ultimately, the study was intended to identify and document the components of a successful mandatory safety belt use law.

The analysis used the following data: observed belt use (drivers only), local enforcement data (total restraint citations), public attitudes and opinions regarding the law, community occupant protection program activities, and demographic data. Because of limited availability of these data in most cities, only 12 communities were included in the study - Amarillo, Austin, Beaumont, Brownsville, Bryan/College Station, Corpus Christi, Dallas, El Paso, Fort Worth, Houston, Lubbock, and San Antonio.

Public attitudes were obtained by sampling households from the 12 cities, with oversampling to assure a minimum of 100 respondents per city. The interview contained over 50 questions, including respondent demographic and driving history information. Questions included opinions about the occupant protection laws, perceived enforcement levels and knowledge of enforcement, awareness of community program activities, and self-reported belt use.

The study reviewed community program activities sponsored by the State from 1983-1988 to document objectives and expenditures. Expenditures

were used to approximate PI&E activity levels. To control for differences in city populations, the figures were calculated on a per capita basis.

Correlational analyses were used to identify the relationship between safety belt use and program factors. The analyses showed that occupant restraint enforcement efforts in the first year following the mandatory use law implementation might be related to subsequent safety belt use. However, the effect was seen only between 1986 enforcement levels and 1988 use rates, while enforcement levels in 1987 were not related to use rates in either 1987 or 1988. It also was noted that increased enforcement did not always result in increase belt use. In addition, during 1986 and 1987 it appeared that none of the police agencies represented in the study had used primary enforcement tactics.

Awareness of the primary enforcement provision of the law was positively associated with safety belt use in all three years of the analysis. Other measures of perceived enforcement, however, were not found to be related to restraint use. Public perception of enforcement provided very little insight into the variation in belt use among the cities in the sample.

Attitudes and opinions of individuals were not strongly related to safety belt use either. However, the vast majority of individuals reported favorable opinions of the law, and virtually all perceived the law to be at least somewhat effective at reducing injuries and saving lives, while reported safety belt use varied a great deal across the cities.

No evidence was found to suggest that the level of 402 funding spent on occupant protection programs was positively related to safety belt use in the sample cities. However, it must be remembered that local and private funds and services were used in most cities, and this was not accounted for in the analysis.

No differences were found between the demographic composition of the cities and restraint use following implementation of the law. There were differences prior to the law.

The study concluded that no single factor, including enforcement, could be credited with having produced the high post-law safety belt use in the State. The data could not explain differences in belt use between the cities in the study. The findings of the study, unlike the University of North Carolina study, provide little support for a direct relationship between enforcement and belt use in Texas.

Public Awareness Survey

A telephone survey of drivers in 2,040 households was conducted in June 1988 by the Texas Transportation Institute to better understand why Texans were buckling up in relatively large numbers. In addition, information was sought as to the reasons for noncompliance. The survey was designed specifically to assess attitudes toward and knowledge pertaining to the safety belt law, perceptions of enforcement, self-reported use, and opinions regarding techniques to improve safety belt use.

In general, respondents support the law. Overall, the law was more often supported by women, urban residents, Hispanics, individuals with lower and middle incomes, those who drive fewer miles per year, those who do not drive after drinking, those who have had fewer accidents, and seat belt users. The major reason for supporting the law was the belief that the law reduced injuries and saved lives. Among those who opposed the law, 55 percent stated that the law was an infringement on their personal freedom and 17 percent felt that safety belts were uncomfortable or inconvenient to use.

In general, respondents were aware of the penalties for not wearing safety belts. Almost one third overestimated the amount of the fine. The majority knew that the law had a primary enforcement provision, and felt that the law was being enforced.

The most preferred method to increase usage was to publicize stories about people who had been involved in a crash and were saved by using safety belts.

Survey Of Municipal Court Personnel

The State felt that a better understanding of court personnel attitudes and beliefs concerning occupant restraints and the laws would assist the Court Training Centers to improve training courses for court personnel. The training would hopefully increase their awareness of the benefits of proper restraint use, and their responsibility for adjudication of restraint law violations. The State felt that the latter point was critical, as the Citation Data Study found that, in 1988, only 55 percent of the occupant restraint violations were adjudicated guilty.

Surveys were designed to identify the demographics and the beliefs and attitudes of judges and clerks toward occupant restraints. A total of 1,200 questionnaires were mailed to municipal court judges and clerks. A cover letter, along with instructions for taking the survey, accompanied each questionnaire. To encourage participation, a

postage paid return envelope was provided and persons who returned a completed survey were eligible for a drawing for a (donated) weekend vacation package. A total of 661 surveys (55%) were completed and returned.

Over 70 percent of the respondents were from small cities (less than 10,000 population). The majority of the respondents worked 20 hours or less a week, fewer than half had some college experience, 35 percent had a law degree, and 30 percent were practicing attorneys. The majority were male and between 30 and 60 years of age. Only 34 percent reported that their courts were automated.

Over 90 percent believed that using a safety belt would protect you in a crash and reported using safety belts. However, only 38 percent of those involved in a crash actually were using their safety belts.

Survey of Justice of the Peace Personnel

A second survey was used to obtain information on the demographics, court load and procedures, and the attitudes and knowledge of traffic safety of justices of the peace. Approximately 1,000 surveys were mailed to justices of the peace. To encourage participation, a postage paid return envelope was enclosed. A total of 407 surveys (41%) were returned.

The majority of the respondents were male and resided in a county with a relatively small population. Only 26 percent of the courts were reported as being automated. Information on safety belt use was not obtained in the survey. No additional information on the survey was provided.

DISCUSSION

A major purpose of the 1987 403 grant program and this report is to determine the impact of local enforcement projects. The State did not fund such projects through their 403 grant. Information on Automatic Protection also was not provided. Other activities related to the State's overall occupant protection program were documented and reported.

In 1987, the Texas Commission on Law Enforcement Officer Standards and Education began a statewide effort to train all enforcement personnel in a back-to-basics course of traffic safety, with an emphasis on occupant protection. Although the State is a primary enforcement State, many enforcement agencies indicated that secondary enforcement policies had been followed in 1986 and 1987.

As with observational restraint use data, enforcement levels were found to vary considerably from city to city. The data also showed variation from year to year within some of the study cities. One study found no positive relationship between enforcement and safety belt use.

A positive aspect of the program was the training of court personnel. Beginning in 1986, TSA, in cooperation with the Municipal Courts Training Center, trained judges and court clerks statewide and distributed print material regarding occupant restraints and the mandatory use laws. Over a three-year period, approximately 1,800 judges and clerks received training regarding the safety belt law and other traffic safety issues including DWI, teenage driving and speeding.

UTAH

The State's Occupant Protection Program involved implementing several projects to foster greater compliance with the safety belt law. Statewide survey results indicated that driver and front seat passenger safety belt use increased from 18 percent in April 1986, just prior to the law going into effect, to 23 percent in April 1987. Highway patrol survey reports on major roadways showed usage up from 28 percent in December 1986 to 43 percent in April 1987.

In an effort to maintain the current level of program activity and increase safety restraint use, the State requested a grant to assist them in enforcing the occupant protection laws. A \$110,000 grant was awarded to the Highway Safety Division, Department of Public Safety in July 1987. The grant was to run through September 1987, concurrent with a previous grant.

PROPOSED GRANT

The Department of Public Safety proposed a 15-month effort to conduct activities in the following areas: community programs, statewide enforcement, police training, state-level networking of the medical community including EMS, and automatic protection education. The private and public sectors were to work together to implement a comprehensive occupant protection program. The goals of the program were to: increase safety belt use to 50 percent; increase car safety seat use to 40 percent; decrease fatalities by 25 per year; and decrease crash injury severity.

The State proposed the following objectives in support of the overall occupant protection program.

- o Gain support of State and local officials, law enforcement administrators, and business and community leaders to establish policies and programs to support safety belt use.
- o Maximize enforcement through adoption of local ordinances and enforcement policies, concentrated enforcement and education programs, and support of training for police and judges.
- o Inform and educate the public about the law and the benefits of safety belt use and automatic protection systems.

Community Projects

At the time of the grant request, there were four comprehensive community safety belt programs established in the State - two in urban

areas and two in rural areas. The programs emphasized education and the use of incentives to increase and reward safety belt use. Each program targeted school-age children (K-12), corporations and businesses, law enforcement, and the general public.

To increase safety belt awareness and use, the State proposed to add communities to the program. However, emphasis now was to be placed on PI&E and enforcement. Before a project was to be funded, support from the mayor, police chief and sheriff was required. The police agencies were to agree to conduct two or three waves of concentrated activity during the year, including announced support for the restraint laws and issuance of citations to law violators.

The following program model was to be used by the communities:

- o Two to three waves of publicity and enforcement were to be conducted. The PI&E was to inform the public of the benefits of restraint use, the safety belt law, support from community leaders for the law and enforcement, and project status.
- o Vince and Larry PSAs were to be provided to communities, as appropriate. Each community was to provide additional PI&E.
- o PI&E materials were to be distributed at press conferences, by police officers during the enforcement periods, and as part of a continuing PI&E effort in the community.
- o State staff support was to be provided to the communities to assist with coordination of the PI&E and enforcement.
- o Funding assistance was to be provided to enforcement agencies to defray costs associated with data collection of citations and warning tickets, roll-call training, and PI&E support.
- o Safety belt use observations of front seat occupants were to be conducted prior to and following each wave of publicity and enforcement.
- o Program was to be coordinated with municipal judges to inform them of the intent of the program and need for their official and in-court support.

Statewide Enforcement & Training

The State felt it was not reasonable to have officers put in overtime as was often done for DUI enforcement, because the law allowed only for secondary enforcement. A more effective approach would be to encourage officers to incorporate the enforcement of safety belt

violations when enforcing other traffic violations. They should congratulate occupants for using safety belts. It also was important that officers use their own safety belts.

Small grants for restraint enforcement activities were to be announced to all chiefs of police and sheriffs. Priority was to be given to agencies for which enforcement of the law was not considered a priority and those who did not have a safety belt use policy for their officers. Enforcement activities were to be conducted for at least six months and observational surveys were to be conducted to evaluate the impact of the program.

All agencies receiving grants were to establish in-house restraint policies for their officers and administrators. Comprehensive occupant protection training was to be provided to the officers, including information on accident risks, crash dynamics, and the State's restraint laws and accident statistics.

To ensure community cooperation, workshops were to be held with representatives from the mayor's office, media, PTA, and local businesses. The leaders would be asked to promote occupant protection use through employee programs and the schools.

A newsletter was to be provided to all the police chiefs and sheriffs. It was to feature the latest accident and enforcement statistics and level of safety belt use. In addition, employee and enforcement programs were to be recognized for their uniqueness and success in increasing safety belt use.

A halftime coordinator was to be used to:

- o Schedule and train officers and local leaders;
- o Administer the minigrant including filing monthly reports, conducting field visits, and providing materials;
- o Write and distribute a newsletter;
- o Evaluate program accomplishments.

An officer trained at the Traffic Safety Institute in Oklahoma City was to provide law enforcement training. It was hoped that training could be provided to all new recruits, upon request, at regional workshops and within the Salt Lake City Police Department.

Networking

The State had one of the most progressive emergency medical services (EMS) in the nation and the agency had been supportive of the safety

belt issue. A curriculum packet was to be developed for use during the annual EMS week and provided to the 100 EMS offices. The packet was to include brochures, stickers and videos promoting safety restraint use. The State felt that, because of the close affiliation of the EMS with the medical community, the project would generate interest and support throughout the medical network.

Automatic Protection Education

Little training and education regarding automatic protection had been provided to the general public. The State proposed to distribute automatic protection brochures to the general public, discuss the topic at training workshops, and coordinate a PI&E campaign through the State Auto Dealers Association. Training was to be provided to auto dealers so they could inform their customers about automatic protection devices. In addition, show room displays featuring brochures and handouts on automatic protection were to be provided. Videos, print ads and "slow blow" air bag retrofit systems were to be purchased and provided to appropriate parties.

Proposed Budget

The estimated budget for the grant is provided in Table UT-1.

Table UT-1
Proposed Budget

<u>Activity</u>	<u>Funds</u>
Community Programs	
Coordinators	\$22,000
Police	5,000
Materials	17,600
Other	1,900
Enforcement Initiatives	
Coordinator	10,000
Minigrants	15,000
Travel	2,600
Police Training	
Coordinator	10,000
Travel	4,400
Materials	2,500
Public Awareness Materials	4,000
Automatic Protection Education	
Seminars	4,100
Materials	8,900
Airbag Demo	2,000
Total	\$110,000

Budget Modification

The State was awarded a budget modification in June 1988. The modification reallocated funds between budget categories; the total amount did not change. Table UT-2 presents the new budget for the grant. The format for the modified budget was presented differently than it was in the original proposal so it is not possible to identify where changes occurred.

Table UT-2
Revised Budget

<u>Activity</u>	<u>Funds</u>
Personnel	\$16,000
Community Programs	46,500
Enforcement Programs	15,000
Equipment	5,260
Travel	6,300
Materials	<u>20,940</u>
Total	\$110,000

FINAL REPORT

The "Buckle Up, Utah" motor vehicle occupant protection grant was initially funded for 15 months. The grant was extended six months to allow more time in pursuing passive restraint education. It was reported that, due to the inability to retain project directors, programs suffered from a lack of continuity and resulted in incomplete reporting of activities.

Community Projects

Community projects were established in Salt Lake City, Price and Spanish Fork. Field visits were made to each site to provide training to the coordinators. It was reported that law enforcement agencies in the three communities were very supportive of the projects.

The following summarizes the Communities activities.

Salt Lake City

Salt Lake City, population 165,000, received a \$35,000 community project award. The project was conducted from October 1987 to September 1988, and had the support of the mayor, Chief of Police, and the County Commission. The goal was to increase safety belt and child safety seat use throughout the metro area. Project activities were centered in Salt Lake City. However, since many of the people who worked and drove through the City each day lived in the surrounding areas, some activities were designed to reach as many people as possible in these areas.

Salt Lake City held the kickoff news conference at the Salt Palace, with the Police Chief, a physician specializing in trauma, a crash survivor who had used the safety belt, a former senator, and an occupant protection police training officer. The Vince and Larry dummies were there to greet the news media, ride the convincer and pose for other photo opportunities. Media coverage was provided by two television stations, several radio stations, and both newspapers.

Early in the project, the coordinator arranged with a major Salt Lake City radio and television station for coverage of project activities. The radio station ran short PSAs four times a day. The television station ran the PSAs on a daily basis beginning in late May and continuing until the end of the program in September. The project director also worked with the television station to develop 30 second PSAs targeting children. Three versions of the PSA featured daycare children "interviewed" about the importance of buckling up. The PSAs were shown daily during prime time.

Starting in January, County Health Department employees noted the license plate numbers of drivers who were observed using their safety belts. Those in compliance were mailed a thank-you letter and a coupon for either free clam chowder, cookies or large soft drinks. Each month during the project, 150 to 200 drivers received thank-you letters.

During the Spring, law enforcement officers also noted the license plate numbers of individuals who were buckled up. These individuals were sent a coupon for either a free soft drink or a chocolate chip cookie to thank them for using safety belts. From March through May, over 500 people were rewarded.

A police officer who had received extensive safety belt law enforcement training, received a contract to provide safety belt training to all Salt Lake City police officers. A two-hour training course on safety restraint use and enforcement began in January and continued through July 1988. Over 250 officers and approximately 80 reserve officers received occupant training.

A safety belt program was conducted by four local high schools starting in March 1988. Activities included the showing of a video in homeroom classes, having students sign pledge cards to buckle up and then rewarding those students observed wearing belts, and broadcasting Vince and Larry PSAs each morning on school newscasts.

During May 1988, the University of Utah initiated a safety belt program. The program included presentations to students in health classes, signs and banners posted at parking lots, demonstration of the convincer by the highway patrol, distribution of various educational materials, and implementation of various incentive programs (e.g., pledge card drawings). A poster contest was held, and the winner received \$175 which had been donated by the Seat Belt Coalition. The winning poster was displayed throughout the campus.

The University of Utah Police also were actively involved in the safety belt promotion. The police used the program as an opportunity to improve their public relations with students and others involved with the school. The police stopped people who were wearing their safety belts and gave them prizes. They also passed out and collected pledge cards.

A \$1,500 grant was provided to the sheriff's office. The money was used to purchase educational materials promoting safety belt and child restraint use. The sheriff also ran a "Saved By The Belt" drawing, awarding T-shirts and coffee mugs to the winners.

The following summarizes additional activities of the project:

- o January was designated as "Community Safety Belt Month."
- o Drivers were alerted to buckle up by a traffic reporter who provided the traffic news for all City radio stations.
- o Police department and sheriff's personnel initiated "waves" of enforcement during February and early March. Two weeks of warnings were followed by two weeks of enforcement.
- o During February, seven banks passed out key chains to drive-up window customers seen using safety belts.
- o Public Works Department provided buckle-up street signs which were displayed at several areas around Salt Lake City.
- o Numerous presentations were made to over 10,000 people at major conferences and workshops.
- o Health fairs were held at several schools and malls around the county. Safety Belt displays, Vince and Larry materials, and occupant protection information were provided.
- o Hospital employee program was initiated by Intermountain Health Care. The Church of Latter-Day Saints Hospital also planned a program for their 2,800 employees.
- o During the Spring, curriculum materials, posters, and brochures for parents were distributed to every preschool and daycare center in the Salt Lake City area.
- o "Officer Friendly" included occupant protection information in presentations to 62 elementary schools, 26 daycare centers and several preschools.
- o Curriculum packets were distributed to 120 regional boy scout representatives, representing over 3,000 scouts, for their scouting libraries. All troops and packs were notified of the availability of the materials.
- o Corporate Safety Belt workshop was held for representatives of 25 companies.
- o Major activities conducted during the summer included a radio and TV safety belt campaign and arranging for a hospital-based safety belt incentive program for employees.

- o In September, Toyota sponsored a booth at a major mall promoting safety belt and child restraint use. Toyota representatives worked with the Health Department, Seat Belt Coalition, and Sheriff's Department.
- o Drive-up customers seen using safety belts received french fry coupons from 17 Arby Restaurants.
- o Wrap-up event was held at the State Fair in September. A booth included a safety belt information display, handouts, Trooper Tron (Highway Patrol robot), and the seat belt convincer. Health Department and Highway Patrol staff were available to answer questions. The booth won 1st place for educational displays. Approximately 100,000 people attended the fair.

Price

Price, population 10,000, received a \$5,750 award. The "Buckle-up, Price!" community project's overall goal was to increase safety belt and car seat use of residents. Project activities targeted a variety of populations including schools, government employees, parents with young children, high school drivers, and churches. Educational and incentive programs were used in the project to encourage safety restraint use. A project director and coordinator were responsible for implementing the program with the assistance of a community advisory task force.

The project kickoff was conducted at a city council meeting. The mayor read a "buckle up" proclamation, city council members received T-shirts and pledged to buckle up, and the police department announced its intent to support and participate in the year long program.

Cooperation of local media, especially the newspaper, was outstanding throughout the project. Radio stations advertised all major events of the project. The local Cable TV Channel advertised events and provided continual coverage.

During November 1987, the police department implemented an education and incentive program targeting teenager drivers. Officers stopped traffic on main street between 9:00 p.m. and midnight on Fridays. Warnings and educational materials were issued to those not using safety belts and incentives including T-shirts, weepuls, key chains and mugs were presented to those who were buckled up. Over 90 vehicles were stopped during the activity.

During December, five local banks rewarded drive-up window customers who were using safety belts, while those not using safety belts were

provided with educational materials. A local newspaper and radio station covered the activity.

Vince and Larry marched in the St. Patrick's Day Parade. A fire truck and a highway patrol vehicle decorated with buckle-up banners also participated. The fireman all wore buckle up T-shirts. Over 200 people went to the firehouse after the parade to meet with Vince and Larry.

During Safe Kids Week and Buckle Up America Week, a child safety seat poster was distributed to 50 merchants and doctors. The Highway Patrol passed out key chains and T-shirts to motorists who were using safety belts and child safety seats. A safety belt display with educational handouts was used at the hospital and 11 doctor's offices. Activities were covered by the newspaper, radio and cablevision stations.

Other activities are summarized below:

- o Safety belt presentations were made to city employees, the Chamber of Commerce and three local church groups; over 100 people were in attendance.
- o Car seat use was promoted at the hospital, targeting all new parents. Parents were informed of the loaner program and provided with training if they chose to rent an infant seat.
- o Several employee programs were initiated by employers including the Health Department, a hospital, and five banks. The programs consisted of an educational presentation, pledge cards, incentives, reminders and general information in newsletters, with paychecks, and on bulletin boards.
- o Presentations, including Vince and Larry, were made at six elementary schools with drawings held for T-shirts, pizza coupons and other incentives; over 100 teachers and 2,700 students received information. A valentine poster contest was held in the 4th and 5th grades in each school with winners receiving prizes donated from businesses.
- o Fourteen churches provided information and materials for a "Buckle Up Religiously" day; approximately 2,000 people received information on the benefits of buckling up.
- o A number of presentations were made to various groups, including schools, corporate and employee programs. During these presentations, a video was shown, educational brochures were handed out, and pledge cards were signed.

- o Door decals were distributed to businesses, and 14 "buckle up" signs were posted at the exits of public parking lots.
- o Display of safety belt incentives and educational materials was shown at the library for a month.
- o High school program included an assembly, daily announcements, teachers incorporating occupant protection information into daily lessons, and spot checks being made in parking lots, with incentives given to those who were belted.

The last major event was held during the annual "International Days Fair". Drawings were held for 90 incentive prizes. Other activities related to the Fair are summarized below:

- o Pledge cards were signed by 400 people who said they would buckle up for the next three week period. Drawings were held for T-shirts, coffee mugs, license plate holders, baby bibs, and teddy bears. The grand prize was a donated infant seat.
- o Materials handed out at a booth included 300 litter bags containing a key chain, comic book, pencil, rear view window reminders, and an Allied Health Directory.
- o Approximately 1,000 helium-inflated balloons were given away.
- o Health Department staff wore Buckle-Up T-shirts.
- o Combined Health and Fire Departments entry was in the parade. Firemen wore Buckle-Up T-shirts.
- o Over 3,000 pledges were signed at the rodeo. Drawings of pledge cards were held for T-shirts, coffee mugs, and license plate holders. Announcements made during the rodeo included safety belt PSAs.

Spanish Fork

The "Spanish Fork Buckle Up" program's goal was to increase safety belt and child safety seat use. The County Health Department sponsored the \$5,750 program. Program activities targeted a variety of populations including schools, corporations, and city employees.

Spanish Fork held their kickoff event in December. Vince and Larry helped to kick off the program, visiting local businesses and handing out prizes to belted individuals and educational materials to those not belted. Vince and Larry also rode with police officers and

rewarded residents who were restrained. Rewards included T-shirts, weepuls, key rings and silver dollars.

Meetings were held with local law enforcement officers and judges to discuss enforcement of restraint laws. Throughout the duration of the project, officers were supplied with incentives (mugs, T-shirts, weepuls, key rings, coupons, silver dollars) used to award drivers and passengers who were observed using safety belts. During the project, over 500 incentives were distributed by the police.

In November, plans were begun to conduct education and incentive campaigns at three high schools - Spanish Fork, Springville and Payson. Spanish Fork kicked-off their program in conjunction with a home basketball game and victory dance. For the next two months, a safety belt committee coordinated a variety of activities including regular reminders during school announcements, posters and banners in the halls, frequent parking lot giveaways and pledge card drawings.

During Child Passenger Awareness Week, physician's offices and daycare centers were provided with coloring pages with a safety belt message. News releases were mailed to local newspapers and a Provo paper which served the County.

During the spring months, elementary schools activities included distribution of K-6 safety belt education curricula to each classroom, and safety belt assemblies conducted by the Health Department. Over 2,200 students were contacted. Following the presentations, a coloring contest was held at the elementary schools. Winners were selected from each grade. School and class winners were awarded a T-shirt, a Subway Kid's Meal or McDonald's food coupon. Grand prizes included a scooter, Walkman-type radio and cassette player, and a camera. Over 1,500 students submitted entries.

During Buckle Up America Week, a display was placed in the Public Library with pledge cards for a drawing for T-shirts, mugs, and other prizes. Posters were placed in businesses with pledge cards for the drawings. Over 300 pledge cards were signed.

Vince and Larry participated in the July "Fiesta Days" and gave stickers to children in the parade. In the parade, Vince and Larry rode in a patrol car and tossed donated candy to children along the parade route. A display was set up at the city park as part of the fair. Over 8,000 people viewed the parade and visited the park.

Nature's Sunshine (300 employees) conducted a comprehensive safety belt campaign. Baseline data indicated that employee usage was already well above the community average. General staff meetings were

held and literature was distributed. Parking lot signs displaying the corporation logo and a safety belt reminder were posted at the exits of all parking lots. Employees signed pledge cards to buckle up and at the end of the campaign, a grand prize drawing for a weekend stay in a Salt Lake City hotel was awarded. The company purchased all the prizes for the program.

A summary of other community activities follows:

- o Local newspaper took an active role in promoting safety belt use, including a full page advertisement. The ad was later used for a poster.
- o Safety belt policy was issued for city employees and police officers.
- o Buckle up signs were posted at exits to parking lots and on existing sign poles in residential areas. Door decals were given to local businesses.
- o Presentations were made to Kiwanis, Rotary, and at the Eldred Center, over 600 people were in attendance.
- o Approximately 1,500 clients of the County Health Department received child restraint and safety belt information during May. A Buckle Bear coloring sheet was distributed along with balloons and "Hug me - I buckle up" stickers.
- o During July and August, several businesses provided small incentives to people who were buckled up.
- o Child safety seat use was promoted during July. Health Department employees and local pediatricians using life savers and chocolate kisses promoted safety restraint use for their clients. Radio stations were provided with PSAs to air during July, and several news releases appeared in the local paper.
- o Safety restraint educational materials were provided to the Library and Valley Community College.
- o Child safety seats were rented to new parents through the Health Department's loaner program. Parents attended a training class before receiving the car seat. Bibs with car seat message were sent to parents of all newborns during the summer months.
- o Corporate programs included Teleflex (500) employees, and Hickory Kist Manufacturing (125) employees.

- o Helium-filled balloons, mugs, T-shirts, pencils and hundreds of brochures were given out at the County Fair.
- o Packets of information were provided to the 34 wards and five stakes of the Church of Latter-Day Saints.

The Project was concluded during the annual City Celebration. Six weeks of activities ended with drawings for prizes awarded to individuals observed wearing safety belts. The Safety Belt Coalition provided money to purchase a travel package to Orlando and Disney World. Additional prizes included a set of tires, a \$50 savings bond, a six-foot party sandwich, sporting goods, video rentals, silver dollars, and amusement park passes. Over 3,500 entries were received for the contest.

It was reported that, even though the Chief supported the project, and except for the handing out of incentives, police officers were reluctant to actively enforce the occupant protection laws. It was not until after the conclusion of the project that the Chief insisted that officers begin to enforce the law. He also requested that a follow-up survey be conducted. No additional information was provided.

Statewide Enforcement and Training

Training was provided to hundreds of law enforcement officers. The training included information on increased collision risk to law enforcement personnel, crash dynamics, restraint laws, accident statistics and safety belt use rates. Officers trained included over 350 Salt Lake County Sheriff's staff and officers from each of the community enforcement sites.

A "Buckle Update" newsletter was distributed twice to all police, sheriff and highway patrol offices. The newsletter included information on injury costs, the benefits of using safety belts, components of an effective seat belt campaign and costs to employers for employees involved in automobile collisions.

In 1987, the seat belt use rate for rural areas was much lower than the statewide average. To help increase the use of safety belts in these areas, the State provided small grants to rural communities to conduct enhanced enforcement of the law. The availability of grants up to \$5,000 for restraint enforcement activities was announced to police chiefs and sheriffs. The following agencies received awards to conduct local enforcement projects:

- o Vernal City, July 1987 through June 1988, \$5,000.

- o North Ogden City, October 1987 through September 1988, \$4,000 (402 funded).
- o Richfield City, October 1987 through September 1988, \$4,000.
- o South Jordan City, October 1987 through September 1988, \$4,000.
- o Murray City, November 1987 through September 1988, \$5,000.
- o Moab City, January through June 1988, \$2,000.
- o West Valley City, August 1987 through January 1988 (amount unknown).

Individual orientation meetings were conducted with officers coordinating the programs. A package that gave instructions on how to plan and conduct a community safety belt enforcement program was developed. Activities of the individual projects are summarized below.

Moab

The program kickoff took place on January 1, 1988. The program consisted of 90 days of enhanced enforcement and 90 days of emphasized enforcement. The enhanced enforcement included officers issuing citations for safety belt violations. Emphasized enforcement included officers providing incentives to people who were using safety belts and child safety seats. Public awareness and education also were used during the program.

Eight officers attended a special occupant protection training program. Training included instructions on how to more effectively enforce occupant protection violations, why officers should buckle up, crash dynamics, specifics of the restraint laws, and the proper use of child restraint devices.

Several newspaper articles were printed, and six PSAs on safety belt and child restraint use were run by a local radio station. Posters and signs were placed in local shops and businesses and hung from stop sign posts throughout the community.

The local elementary school was contacted, and each class received a safety belt presentation. After each presentation, comic books were distributed to the students.

During the 90-day emphasized enforcement portion of the project, drivers found in compliance with the belt law were stopped by officers and rewarded with T-shirts, mugs, key chains and certificates for

personal pan pizzas provided by the local Pizza Hut. Almost 2,000 drivers received rewards for using safety belts.

On each violator contact, educational pamphlets were distributed and compliance of the law was requested by the arresting officer. A total of 238 citations were issued, 217 for safety belt violations and 21 for child restraint violations. No data was provided on the number of citations issued prior to or after the project.

Murray

The Murray Police Department conducted a year long enforcement and education project. The kickoff event for the program was conducted in early February. Police officer enforcement was alternated between writing citations one month and passing out incentives for those using belts the next month. The City declared 1988 as "seat belt and child safety seat awareness year" with a proclamation signed by the mayor.

Secondary school students were educated about safety belt use. Posters were placed around the school, and educational pamphlets were handed out. Approximately 3,800 students received information.

A summary of other activities follows:

- o Program for city employees was conducted. Nearly 100 individuals were in attendance.
- o Radio station was supportive of the effort and hosted a 30-minute interview about the program and safety belt issues.
- o 71 "buckle up" signs were placed at various Murray locations.
- o Speaking engagements were conducted for youth and church groups. Presentations were made to the senior citizens center, Relief Society and Rotary group.
- o Booth was constructed at the City park, providing information about safety belt and child restraint use.
- o During one of the project months, 44 percent of all traffic citations were safety belt related. Police officers issued 200 tickets during the last quarter of the project. Twelve dozen cups and 100 key chains were given to drivers wearing safety belts.

North Ogden

The Police Department sponsored the promotion of safety belt and child safety seat use from November 1987 - July 1988. A community task

force was formed with representatives from the City Council, high school student body officers, teachers, PTA, businesses, and civic leaders. The project targeted youth up to age 18. In addition to waves of enforcement, education and incentives also were used.

A kickoff event was held in December at Weber High School. The convincer and "Trooper Tron" were used in the program. A presentation on safety belts was given at the Christmas party for city employees.

During January, Officer Friendly presented information on safety belt use in the elementary schools using pledge cards and incentives.

A campaign at the high school was developed which included the following components: kickoff event, pledge cards, weekly drawings for T-shirts and mugs, parking lot spot checks with rewards, poster contest, posting safety belt information around the school, and a social at the end of the program.

Fifty two buckle up signs were placed around the community. A banner was made of the winning slogan from the poster contest and hung across a major street during the week of April 10-18 and in May.

Several church groups and Kiwanis received presentations on safety belt use. The Kiwanis provided support throughout the Project.

Police officers made it a point on all traffic stops to encourage people to wear safety belts. The police did enforce the law for at least two months during the project, as 51 citations were issued during that period. No other enforcement data was provided.

The North Ogden Cherry Days in July was the wrap up event for the program. Safety belt literature, pamphlets, hats and "Egg Head" T-shirts were given away through pledge card drawings at the event.

Richfield

The kickoff program was held in early December. "Buckle-up" signs were placed throughout the city. The radio station and newspaper promoted the Project and provided extensive media coverage. The program was discussed on a local radio show. The radio station also donated air time during the project to remind people to buckle up.

Program was provided to all city employees and initiated by The Bureau of Land Management Offices. Similar programs were coordinated with Social Services and the Department of Health. Approximately 320 participants received key tags, coffee mugs, T-shirts and other small incentives for pledging to buckle-up. Sevier Valley Hospital coordinated a health fair and disseminated information and educational items to approximately 300 participants.

A city-wide education and incentive program was initiated early in the Project and was continued throughout the contract period. Incentives were issued by the police to motorists wearing seat belts and using child restraints.

Education was completed for students in the elementary schools. Safety belt use was incorporated into the "safe graduation" program at the high school.

South Jordan

The kickoff event was held in early December. Police officers received occupant protection training in early January, and a safety belt policy was established for all police officers.

Educational materials were provided to eight Church of Latter-Day Saints stake centers. Officer Friendly was used in the elementary schools, at boy scout meetings (30 scouts in attendance), and church meetings. Attendees at a father-daughter dinner were educated about safety belt use; approximately 200 people were in attendance.

An awareness and incentive program was conducted for city employees. An employee safety belt program was initiated by five local businesses.

A safety belt display was placed in city hall for a one-week period. All four elementary schools, Bingham High School and the city offices had safety belt signs posted at parking lot exits. The Vince and Larry dummies participated in the South Jordan Days parade and passed out educational materials and incentives. The convincer was set up after the parade and approximately 200 people rode it.

A wrap up event was conducted at Bingham High School homecoming football game. Law enforcement officers handed out pens and reminded people to buckle up.

Vernal

The Vernal City Law Enforcement Safety Restraint Project had the goal of increasing public awareness and compliance with the safety belt and child restraint laws by 15 percentage points. It was aimed at all drivers, passengers and children traveling in motor vehicles in the Vernal area. Educational information about the importance of safety belt use was provided using written materials, speaking engagements and community activities. The newspaper and radio station provided numerous articles and several hours of air time to the project.

The pre- and postnatal program at the Ashley Valley Medical Center provided restraint education. A video on the proper use of child restraints was shown twice daily in maternity rooms, and all new mothers received a buckle up T-shirt for themselves and a buckle up bib for the baby. Donald Duck posters, "Don't be a sitting duck buckle up" were laminated and used as tray liners for all patients. Posters were placed throughout the medical center to remind visitors and patients of the importance of safety restraint use. Many physicians instructed discharged mothers to use child safety seats on the way home from the hospital.

Law enforcement officers were trained on the importance of personal use of safety belts as well as enforcement tactics. Citations were issued during routine traffic stops to motorists not in compliance with the law. No data was provided on the number of citations issued during the project.

The following summarizes additional activities:

- o Extensive incentive program was conducted by the Utah Highway Patrol and Vernal City Police Department at the high school. No additional information provided.
- o All 2,000 elementary school students received the safety belt message in presentations.
- o During "Buckle Up Vernal Week," incentives were distributed to drivers and passengers observed using safety restraints. Incentives included T-shirts, pencils, balloons, stickers, key fobs, coffee mugs, and visors.
- o Signs reminding people to buckle up were placed at exits to schools and city offices, and on road signs.
- o From a County Health Fair booth, safety belt information was distributed to approximately 5,000 individuals.
- o Vince and Larry rode in police cars in the Rodeo Days parade and distributed seat belt educational incentives to spectators.

West Valley

The police department conducted an enforcement program which concluded on January 31, 1988. During the six-month period of this campaign a total of 1,463 seat belt and 646 child restraint citations were issued. No additional information was provided.

Networking

A joint effort between the Occupant Protection Program and Emergency Medical Services (EMS) to promote the use of safety belts during EMS Week (September 21-25, 1987) was considered a success. The State was unable to estimate how many people were reached by the program. Each EMS agency distributed materials in a manner they felt appropriate for their community. Many agencies distributed their allocated materials by hosting an open house, while others manned booths in a shopping mall or other gathering places. Many chose to go straight to elementary schools, while others made presentations to groups such as the Kiwanis, Rotary, or Lion's clubs. It was estimated by the State that at least 40,000 individuals received safety belt education during EMS week.

The following materials were distributed to 75 EMS agencies: 5,000 "Loved Kids are Buckled Up" buttons; 10,000 "What's Holding You Back?" dashboard stickers; 5,000 "Seat Belts Save Lives" buttons; 5,000 "Buckle Up" balloons; 14,000 "Help Us Save Your Life" bookmarks; 15,000 "Buckle Up" brochures; 250 law enforcement posters; 75 "Buckle Up" video tapes; and "Buckle Up" coffee mugs and T-shirts. Forty hospitals received law enforcement and EMS posters. A poster promoting safety belt use from an EMS perspective was developed, printed and 2,500 were circulated.

Plans were made to periodically provide educational materials to EMS personnel to support their efforts to promote safety belt use. Due to the success of the previous year, the Occupant Protection Program was asked to be involved in the 1988 EMS Week. Vince and Larry PSAs and a video tape featuring Hollywood stars were provided, in addition to 400 copies of the latest safety belt poster. All community and law enforcement programs were encouraged to include their EMS personnel in promoting belt use in their areas.

Automatic Protection Education

Contact was made with the director of the State Automobile Dealers regarding regional automatic protection training seminars. The director was not aware that automatic restraints were being phased in for new vehicles. He was not supportive of any regional training and suggested that direct contact be made at every dealership. He agreed to run an article on passive restraints in his monthly newsletter. He reluctantly agreed that, sometime in the future, a brief presentation on automatic protection could be given at a monthly breakfast held for auto dealership management.

It was anticipated that the police academy would want a portable air bag demonstration device. They declined the offer.

The State reported that there was little interest shown in automatic protection by automobile dealers. Plans were being made to contact automobile dealers at their monthly meeting and announce that funding would be available to them to promote automatic protection education. The State reported that most dealers felt that the additional expense of automatic devices, at a time when their business was not doing well, made automobiles more difficult to sell. Dealers were contacted at their monthly meetings regarding the availability of minigrants to promote automatic protection. Only one dealership, in Salt Lake City, agreed to develop a promotional campaign. Ten salespeople employed at the dealership were provided with training.

Through cooperation with the Colorado Safety Belt Network and Office of Public Safety, an educational booklet on airbags was developed for upper elementary students. The booklet was to be distributed throughout the public and private elementary schools. It was anticipated that approximately 3,000 booklets would be distributed. No additional information was provided.

EVALUATION

Enforcement

Not enough data was provided to evaluate the enforcement efforts. The information that was reported was presented in the previous section.

Observational Surveys

Procedures used to conduct the observational surveys were only reported for the Salt Lake City Community Project. Three observational surveys were conducted during the Project. The traffic division of the police department helped select 12 survey sites around the city. The sites selected had fairly high traffic volumes, stop lights or signs, and no right turn lanes. Surveys were conducted on two days, Tuesdays and Thursdays, 10:00 - 11:30 am and 4:00 - 5:00 p.m., with the times rotated between the days during the different surveys.

Table UT-3 presents the overall results of the three Community Project's observational surveys.

Table UT-3
Observations - Community Projects

<u>Site</u>	<u>Baseline</u>	<u>6 Months</u>	<u>12 Months</u>
Salt Lake City	39%	39%	47%
Price	9	22	65
Spanish Fork	12	21	21

Each of the Projects reported an increase in safety belt use. There were no comparison sites used for the Project. During the time of the Projects, the overall State safety belt use was around 30 percent. Thus, for at least two of the Projects, the increase in safety belt use could have been the result of their community activities. Whether this also was the case in Spanish Fork cannot be determined from the data reported.

Each of the Community Projects also conducted surveys for the high school's safety belt programs. Observational survey results were also reported for the program conducted at the University of Utah in Salt Lake City and a corporate program conducted in the Spanish Fork Community Project. Table UT-4 presents the results of these surveys.

Table UT-4
Observations - School and Employee Programs

<u>Sites</u>	<u>Baseline</u>	<u>Mid-program</u>	<u>Post</u>
Salt Lake City			
East High	26%	31%	44%
Highland High	22	43	34
South High	5	15	21
West High	13	18	21
University of Utah			
Men	42		54
Women	51		58
Price High school	0		15
Spanish Fork			
Spanish Fork High	14		85
Springville High	14		68
Payson High	0		39
Nature's Sunshine	34		75

As can be seen, every program resulted in an increase in belt use. The results for the high school programs and the employee's program at Nature's Sunshine conducted in Spanish Fork appeared to have exceptional results, especially compared to their overall community results, which were much lower.

Table UT-5 presents the observational results of those minigrants Enforcement Projects for which data was reported.

Table UT-5
Observations - Enforcement Projects

<u>Site</u>	<u>Baseline</u>	<u>12 months</u>
Moab		
Infants	14%	100%
Toddlers	8	35
Women	14	50
Men	26	47
Murray	29	29
North Ogden		
Children	15	55
Adults	24	--
Richfield	10	21
South Jordan	36	36
Vernal	25	31
High school	6	57

The results are mixed, with four of the sites reporting increases in occupant protection use, and two sites reporting no change in usage.

Accident Reduction

An addendum to the Final Report provided an evaluation of the State's Occupant Protection Laws' effectiveness in decreasing accident fatalities and injuries, and reducing societal and public supported costs. The evaluation also addressed other benefits and changes associated with implementation of the law.

The Child Restraint Law went into effect in 1984. Observation studies showed a 14 percent usage rate for children ages 0-5 in 1984 and a 32 percent usage rate in 1989. The Seat Belt Usage Act went into effect in June 1986. Prior to implementation of the law, observation studies showed an 18 percent usage rate; that had increased to 34 percent in 1989.

In 1984, there were 47,489 traffic accidents in which 20,487 occupants were injured. In 1988, there were more traffic accidents (49,249) but a decrease in total injuries (19,066). Since both laws became effective, the number of fatalities has stabilized below 315 motor vehicle deaths per year. The State reports that implementation of the Child Restraint Law in 1984 and the Motor Vehicle Safety Belt Usage Act in 1986 appear to have had some effect in decreasing fatalities and injuries.

The NHTSA Model, "A Model for Estimating the Economic Savings From Increased Safety Belt Use," was modified and used by the State to look at the estimated fatality and injury reductions due to increased belt use in general. Calculations were based on state data from 1986 - 1988. Results indicate an increase in the overall safety belt usage rate in potentially fatal crashes since 1986. Using these calculations, the State estimated that increased belt usage led to 13 lives per year saved and approximately 1,100 fewer minor to critical injuries.

DISCUSSION

The "Buckle Up, Utah" motor vehicle occupant protection grant was initially funded for 15 months and then extended six months to allow more time in pursuing passive restraint education. It was reported that, due to the inability to retain project directors, there was a lack of continuity and incomplete reporting of grant activities.

The State initiated three Community Projects. Two of the communities reported increased safety belt use which could be the result of their programs. Both had what appeared to be substantial PI&E programs. Even though the third site also reported an increase, it was in line with the overall increase in the State during the same time period and thus may not be the result of their program. Too little citation data is reported to evaluate the enforcement effort in any of the sites.

All of the sites initiated high school programs which appeared to be highly successful in increasing the belt use of the students. No enforcement of the law was directly involved. Similar programs elsewhere usually show substantial decreases in usage following the ending of the program; however, it is not known whether such was the case for these PI&E efforts as no follow-up data was collected.

The Statewide Enforcement and Training Component appears to have been successful. Training on occupant protection was provided to hundreds of law enforcement officers. A newsletter was distributed twice to all police, sheriff and highway patrol offices.

To help increase the use of safety belts in rural areas, the State provided small grants to communities to conduct enhanced enforcement of the law. Seven communities were awarded grants. Individual orientation meetings were conducted, with officers coordinating the programs, and a package was developed that gave instructions on how to plan and conduct a community seat belt enforcement program. Four of six communities (no data reported for one site) reported increases in occupant protection use. As no citation data was reported and control sites were not used, the increases reported for the sites could have been influenced by factors outside the programs.

The Networking Component was a joint effort with the Emergency Medical Services. Each EMS agency distributed materials in a manner they felt appropriate for their community. The State was unable to know how many people were reached by the program, but estimated that more than 40,000 received information during EMS week.

The Automatic Protection Education Component was not very successful. The State did not find the Automobile Dealers very supportive

regarding regional training seminars for dealers. The State reported that most dealers felt that the additional expense of automatic devices, at a time when their business was not doing well, made automobiles more difficult to sell. Only one dealership, in Salt Lake City, agreed to develop a promotional campaign. Ten salespeople employed at the dealership were provided with training. An educational booklet on airbags was developed with the help of the State of Colorado for upper elementary students. The booklet was to be distributed throughout the public and private elementary schools. It was anticipated that approximately 3,000 booklets would be distributed. No additional information was provided.

Even the police academy was not receptive to a portable air bag demonstration device; they declined the offer to receive one.

VIRGINIA

In February 1987, the legislature passed a safety belt bill which was signed into law by the Governor in March 1987. The law required a comprehensive PI&E campaign beginning in July 1987 to educate the public about the importance of safety belt use and remind them to buckle up. The safety belt law became effective January 1, 1988.

The State proposed a systematic plan to increase belt use by identifying problems, developing programs, coordinating activities, stimulating enforcement, facilitating action, and evaluating activities. The plan would be conducted in partnership with individuals, and local, State and national organizations. The objective was to increase safety belt use to 60 percent.

A \$119,946 grant was awarded to the Department of Motor Vehicles in September 1987 to assist the State in the enforcement of the law.

PROPOSED GRANT

The grant was to be coordinated by the Occupant Protection Division, Department of Motor Vehicles (DMV) using the expertise of District Transportation Safety Coordinators and Comprehensive Community Based personnel. The DMV proposed 12-month program included community enforcement and education, statewide enforcement, police training, networking, and automatic protection education. An evaluation of the program also was to be conducted.

Community Projects

The DMV was to negotiate with chiefs of police, city or town managers or mayors to develop Elmira type projects. The goal was to encourage from five to ten communities to conduct enhanced enforcement and PI&E projects.

The PI&E activities were to be initiated from October through December 1987. Localized materials were to be developed by the communities. Reminder pamphlets were to be passed out by the police during their normal traffic duties, prior to January 1988. Motorists who were belted were to receive a thank you notice. The statewide PI&E effort also was to give special emphasis to the target communities.

Starting in January 1988, enforcement of the law was to begin. Two waves of publicity and enforcement were to be conducted. Each wave of publicity was to provide the public with the following information:

- o Benefits of safety belt use, and existence of the safety belt use law.
- o Support from community leaders for compliance with and enforcement of the law.
- o That there would be periods of enforcement, including the distribution of safety belt information and issuance of citations to violators.

The PI&E was to continue, during the enforcement period, to inform the public of the Project's progress. Television and radio PSAs were to be provided to the communities as needed. Each community was expected to provide additional information and press releases. Educational materials were to be provided for distribution at press conferences, by law enforcement officers, and as part of the PI&E effort in each community.

DMV staff were to support the implementation of the Projects. The enforcement agencies were to be assisted with data collection, enforcement activities, training, and press conferences. Each Project was to be coordinated with district court judges, to inform them of the intent of the program and the need for their support.

An in-depth process evaluation was to be conducted to determine which program elements had the greatest effect. This information was then to be used to develop a more precise model for future program efforts.

Baseline safety belt usage, as well as usage following each wave of enforcement, was to be observed in the Project Communities. Statewide observational surveys also were to be conducted (402 funds).

Statewide Enforcement & Training

Violation of the safety belt law is a secondary offense. Enforcement would only follow a stop for a primary traffic law violation. State law enforcement agencies were to implement innovative strategies to enhance enforcement of the occupant protection laws. Such strategies were to include both public awareness and enforcement. The activities were to include distributing positive reinforcement brochures to occupants who were using safety belts, distributing reminder brochures to those not using belts, and issuing citations for failure to comply with the law.

As the State felt that law enforcement personnel provide role models for the public, the DMV was to discuss safety belt use policies and

enforcement procedures with individual agencies. Creative policies and strategies were to be shared to encourage local enforcement agencies' adoption of belt use policies.

The DMV was to offer four to seven occupant protection workshops to local police. It was estimated that 200 officers would be trained. Child safety seat information was to be included in the training.

Networking

The DMV was to conduct networking with specific audiences. The goal was to further activate ongoing coalitions, as well as bring new constituencies into the State's occupant protection program.

Emergency Medical Services (EMS) were to feature the safety belt law in a special EMS Week in September. Information was to be provided to 600 EMS agencies. PSAs were to be planned, featuring EMS personnel stressing the importance, from their perspective, of safety belt use.

Automatic Protection Education

The DMV was to negotiate with the State Automobile Dealers Association to hire a coordinator to train salespersons on types of occupant protection systems, proper use, and the laws. Informational materials, including brochures, films and exhibits emphasizing passive belt systems, were to be made available to new car dealers. The dealers were to share the cost of the coordinator. Information also was to be disseminated to inform the public of the importance of using manual safety belts with airbags, and the reliability, durability and availability of automatic systems.

Proposed Budget

Table VA-1 presents the estimated budget for the grant.

Table VA-1
Proposed Budget

<u>Activity</u>	<u>Funds</u>
Community Projects	\$62,000
Statewide Enforcement	21,950
Police Training	16,996
Coalition Building	4,000
Automatic Education	<u>15,000</u>
TOTAL	\$119,946

FINAL REPORT

In September 1988, the grant was extended through December 1988 to complete the community projects. The funds allocated for Automatic Education (\$15,000) were not spent and were returned to NHTSA. This reduced the grant to \$104,946.

Community Projects

Contact was made with five chiefs of police in October 1987 to determine if they would agree to initiate Elmira-type enforcement projects. The five, all of which agreed to participate in the program, were Colonial Heights, Galax, Radford, Wytheville and Wythe County. They would conduct public information and education, enforce the law as soon as it became effective, and conduct pre- and post-project surveys. A workshop to train police officers from the five jurisdictions was held in December 1987.

Five additional communities subsequently expressed interest in the program and met with State representatives in January 1988. Four, Clifton Forge, Emporia, Poquoson, and South Hill, did join the program, bringing the number of community projects to nine.

The State reported that problems with local project personnel turnover and poor local record keeping limited the amount of information available to the State for its reporting. Thus, available documentation on the Projects is not complete, especially the actual number of enforcement waves that were conducted. At least one of the communities ran only one wave, and at least two ran four waves of enforcement. It is not clear just how many were run in the remaining communities. Citation data for known enforcement periods are missing for some of the communities. The rest of this section provides summary information from the available documentation.

Examples of Project activities in the communities follows.

Clifton Forge

- o Approximately 5,000 "It's A Law For Life" brochures were distributed. The brochure had the Clifton Forge Police Department emblem on it. Key chains and coloring books with the buckle up message were distributed.
- o Appearances were made by Vince and Larry, and safety belt posters were displayed at local shopping centers.
- o Article on the safety belt law was distributed to newspapers prior to the effective date of the law.

- o Several presentations were made by the police department.
- o Police officers were unwilling to work overtime to enforce the law, so only one enforcement wave was conducted. No enforcement data was provided.

Colonial Heights

- o Video featuring the Police Chief was produced. This was aired on seven networks to educate the public on the safety belt law and that the Colonial Heights Police Department would be enforcing the law. Radio spots about the law also were aired.
- o Several newspaper articles on the law were printed.
- o Presentations, including Vince and Larry PSA's and a safety poster contest, were made by the Chief to elementary school students.
- o Over 100 "It's A Law for Life" brochures were distributed. The brochure had the Colonial Heights Police Department emblem on it. T-shirts, key chains and clickers were distributed.
- o At least 250 motorists were issued warnings in the form of a brochure which provided information on safety belts, and at least 62 citations were issued during the project.

Emporia

- o Several articles concerning the safety belt law were carried by the local newspaper.
- o Over 2,400 "It's a Law For Life" brochures were distributed. The brochure had the Emporia Police Department emblem on it. T-shirts, key chains, clickers, "Snap Dragon" coloring books, stickers, and posters were distributed.
- o Local businesses and driver education students assisted in distributing safety belt brochures.
- o During the project, at least 334 motorists were issued warnings in the form of a brochure which provided information on safety belts, and at least 8 citations were issued.

Galax

- o Volunteers from banks, community hospitals, and the boy scouts distributed brochures about the safety belt law.

- o Appearances were made by Vince and Larry.
- o Approximately 500 buckle-up litter bags and 500 brochures were distributed at roadchecks and local businesses.
- o Advertisements and numerous articles appeared in the local newspaper, and several hundred radio spots were aired by local radio stations.
- o Over 4,700 "It's A Law For Life" brochures were distributed. The brochure had the Galax Police Department emblem on it. T-shirts, key chains clickers, posters, rulers and pens were distributed.
- o At least 490 warnings and 367 citations were issued during the project.

Poquoson

- o Radio spots were played on five local stations. Billboards around the town carried the same safety belt message.
- o Several newspaper articles covered the safety belt law.
- o Dominos Pizza advertised the law on delivery boxes.
- o Elementary schools had a poster coloring contest. Clickers, key chains, and stickers were used as prizes.
- o Over 1,800 "It's A Law for Life" brochures were distributed.
- o Buckle-up materials were distributed at the local mall, and billboards displayed buckle up slogans.
- o Commercial featuring a Poquoson police officer stopping his own mother for a safety belt violation was played throughout the project to demonstrate that the police were serious about enforcing the law.
- o Survey found that 100 percent of the respondents had heard of the project.
- o At least 600 warnings and 208 citations were issued.

Radford

- o Vince and Larry and Snap Dragon made appearances at local primary and elementary schools.

- o Radio spots were aired on two stations six times per day. A call-in contest using Vince and Larry t-shirts as incentives was conducted by one of the stations.
- o Arby's restaurant donated free meals to prize winners in a safety belt poster coloring contest.
- o Convincer was used at a safety exhibit to help inform people of the safety belt law.
- o "It's A Law For Life" brochures with the Radford Police Department emblem were distributed.
- o No enforcement data was provided.

South Hill

- o Radio spots were aired on two stations six times per day.
- o Presentations were made to primary and elementary school students using the films "Buckle Up and Do It Right," and "The Toney Lineberry Story." Handouts included clickers, key chains, litter bags, brochures, and Snap Dragon materials.
- o Over 200 "It's A Law For Life" brochures with the South Hill Police Department emblem were distributed.
- o Vince and Larry and Snap Dragon were used by the Police Department at schools, banks, and malls.
- o Several newspaper articles were printed.
- o During the project, at least 325 warnings were issued in the form of a brochure which provided information on safety belts, and at least 31 citations were issued.

Wythe County

- o Local newspaper articles and radio spots were run concerning seat belt safety.
- o "It's a Law for Life" brochures were distributed. The brochure had the Sheriff's Department emblem on it.
- o During the project, at least 293 warnings and 49 citations were issued.

Wytheville

- o Radio spots presented by the Police Chief included a brief overview of the safety belt law, and why belts are the best protection in a crash.
- o "It's A Law for Life" brochures with the Wytheville Police Department emblem were distributed. Handouts included clickers, key chains, Vince and Larry t-shirts, and Snap Dragon stickers and coloring books.
- o Several articles were printed in the newspaper regarding the safety belt law.
- o At least 97 citations were issued during the project. No data was provided on the number of warnings issued.

Statewide Enforcement & Training

Law enforcement agencies from the community projects were reported to have implemented innovative public awareness and enforcement strategies aimed at the enhancement of enforcement and compliance with the law. This included distribution of reminder brochures to those not wearing safety belts; issuing citations for noncompliance; and sharing creative procedures and strategies for the use of program materials. For example, a local commercial featured a police officer issuing a ticket to his mother for noncompliance and presented the message that the police were serious in enforcing the law. Such strategies were shared with numerous police agencies.

Six DMV staff and state and local law enforcement officers attended a national occupant protection training workshop. The State reported that these individuals provided information on enforcement and the safety belt law to more than 2,000 officers during roll calls, workshops, seminars and in-service training.

The DMV, State Police and Department of Transportation held a statewide conference (402 funds) on the new law in November 1987. Over 200 professionals attended the conference.

A safety belt resource kit including speeches was developed and distributed. No additional information was provided on the kit.

Networking

A number of coalition building activities were conducted to enhance existing and new constituencies. Virginia's Emergency Medical Services featured the new law through their 600 agencies statewide

during September 1987. The Vince and Larry dummies were a big hit at the opening event held in Richmond. "It's a snap" clickers, "A Law We Can Live With" brochures and Vince and Larry t-shirts were provided by the State to the EMS groups. These were distributed to encourage the use of safety belts and remind citizens about the upcoming new law.

The DMV also worked with the Virginia Auto Safety Alliance. The Alliance has been very active in promoting safety belt use, including having developed safety belt programs for State and local police departments. Funding was provided to the Alliance to develop a remote controlled police car which was used in schools, fairs, safety seat checks, and parades to promote safety belt awareness.

Automatic Protection Education

Discussions were held with a person who was to coordinate training of automobile salespersons on safety belts, child safety seats, passive systems and the law. The State decided not to hire a coordinator. Informational materials, including brochures, films and exhibits on passive belts were made available for new car dealers. Public information on the importance of using manual safety belts with airbags, and the reliability, durability and availability of automatic systems was disseminated. The development and distribution of these materials did not use funds from the grant. The remaining funds for this component of the grant were returned to NHTSA.

EVALUATION

The State reported that problems with local project personnel turnover and poor recordkeeping limited the amount of information available from the community projects.

Enforcement

The actual number of enforcement waves that were conducted in the communities is not clear. All communities ran at least one wave of enforcement. One community ran only one wave and two communities ran four waves of enforcement. No baseline enforcement data was provided for those communities which started their programs several months after the law went into effect. Citation data are missing for some of the communities and for some of the enforcement waves. This missing data makes evaluation of the enforcement efforts impossible. The available citation and warning data was presented previously.

During the early part of the projects, community representatives estimated that 95 percent of the safety belt violators who received summons paid the fines without contesting the charges. Information is not provided on whether this continued throughout the projects.

Observations

Safety belt use observations conducted in the community projects are presented in Table VA-2. The data presented in the Table are for drivers only. Five of the communities experienced substantial increases in belt use following the enforcement waves or by the end of the project. Three experienced no change in rates, and one had a decrease.

Table VA-2
Observations

<u>Site</u>	<u>Pre-Law</u>	<u>Post-Law</u>	<u>1st Wave</u>	<u>2nd Wave</u>	<u>3rd Wave</u>	<u>4th Wave</u>	<u>Final</u>
Clifton Forge	32%	50%	--	--	--	--	49%
Colonial Heights	30	60	60%	60%	--	--	55
Emporia	10	39	47	45	--	--	38
Galax	25	55	69	67	69%	65%	69
Poquoson	--	46	70	--	90	--	90
Radford	22	46	--	--	--	--	60
South Hill	38	--	52	50	--	--	52
Wytheville	18	39	57	58	--	--	88
Wythe County	16	44	49	60	--	--	58

Statewide observations indicate that safety belt use rates increased from 38 percent prior to the law to 63 percent six months after the law's implementation. Rates then decreased to 55 percent.

There were no comparison sites for the community projects, and some of the community safety belt use rates were less than or close to the State average. Thus, it is possible that the Community Projects in these sites did not contribute to the observed increases in belt use. Only two of the sites had initial increases above the State average. By the end of the project, four sites had increases above the State average. The Community Projects in these four sites could have been responsible for the observed increase in belt use.

DISCUSSION

The community projects were reported by the State as being extremely successful. It is probable that the belt use increases in four of the nine sites were the result of the community projects, and these four sites experienced substantial increases in safety belt usage. Safety belt use increases in the other sites were less than or close to the average State usage rates during the same time period. The State felt that all the sites provided valuable information to direct future enforcement and PI&E efforts.

The community project in the City of Radford was recognized statewide by television media news and nationally by the Associated Press. It was reported that the City of Poquoson had increased safety belt use to 90 percent. Results of the program were announced to the southeastern area of the State by television and radio stations. The City of Poquoson felt that the success of the project resulted from the backing and full support of the Police Chief, the entire police department and city administration, and the community.

The DMV developed a manual based on the community projects for use by other communities. The manual covers program development for PI&E, enforcement and evaluation, and includes suggestions for resources, provides sample materials, and contacts for each of the community projects.

As part of the Police Training Component of the grant, six DMV staff members and state and local law enforcement officers attended a national occupant protection training workshop. It was estimated that these individuals subsequently trained over 2,000 officers on enforcement and the safety belt law. A statewide conference on the safety belt law was held for over 200 professionals, but it is not clear whether this was funded from the grant. A safety belt resource kit for enforcement agencies was developed and distributed.

The Automatic Protection Education Component was not done. Initial discussions were held with a person who was to coordinate training of new car salespersons on automatic systems. The State decided not to hire a coordinator. Informational materials on passive belts and air bags were distributed to new car dealers and the public. The development and distribution of these materials did not use funds from the grant. The funds allocated for this component were returned to NHTSA.

A number of coalition building activities were conducted. Emergency Medical Services featured the new law through their 600 agencies and distributed a variety of materials. The DMV also worked with the

Virginia Auto Safety Alliance. The Alliance was very active in promoting safety belt use, including having developed safety belt programs for State and local police departments. Funding was provided to the Alliance to develop a remote controlled police car which was used in schools, fairs, safety seats checks, and parades to promote safety belt awareness.

CONCLUSIONS AND RECOMMENDATIONS

The FY 1987 403 supplemental safety belt grant funds were intended for implementation of safety belt law programs, with a portion of the funds earmarked for an emphasis on local enforcement activities. The enforcement efforts were to demonstrate that a basic enforcement blitz program could work in a variety of settings, and to see how well communities could adapt enforcement activities to local conditions.

The grant activities were to follow a suggested outline of program components, including community enforcement, statewide enforcement, police training, state-level networking, and automatic protection education. In the community programs, enforcement officers were to be trained on the benefits of occupant protection and enforcement of the laws. Safety belt law enforcement was to be increased substantially for limited time periods. Extensive publicity was to precede and accompany the increased enforcement. The communities were to conduct at least two enforcement blitz periods, or waves, separated by several months. Within this framework, each community could design its own PI&E and enforcement program to best serve its needs and conditions. Each community also was to measure safety belt use and the level of enforcement before, during, and after its program.

The 403 grant programs were to reflect only part of the State's total activity and support to implement the safety belt laws. States were expected to address additional activities and provide additional support. The non-Federal contribution to the program was expected to at least equal the level of Federal 403 grant funding requested.

To identify the activities and results of the FY 1987 403 supplemental safety belt grants, a variety of documents were reviewed, including final reports, quarterly or progress reports, contract documents, and correspondence. Final Reports had been submitted by all the States, although some were submitted a substantial time after the grant had ended. Many of the grants were difficult to evaluate because of the lack of detailed information and data, and in a number of cases, contradictory information. For example, information and data presented in some final reports were substantially different from information and data which had been presented in earlier documents. Where these differences could not be reconciled, information from the final report was used.

Operationally, the grants were generally quite successful, especially for local-level programs. The majority of the States were able to

initiate program activities with the coordination of a variety of local and state groups and organizations under a wide range of implementation environments and constraints.

The majority of the 17 States which received safety belt grants were secondary enforcement States by law or administrative decree. Under the grants, local enforcement programs were initiated in over 100 sites, either communities, counties, or specific areas in a State. Safety belt observational data was reported for 82 of the sites.

For the 82 sites for which there was observational data, 55 of the programs appeared to have increased safety belt use, 22 sites showed no change, and five experienced decreased usage. Information reported by many of the sites was not adequate to determine the type and amount of enforcement that was used in the programs. Thus, only 58 of the sites for which observational data were available could be identified as having used some type of blitz enforcement and related PI&E programs. Of these 58 sites, 41 of the programs appeared to have increased safety belt usage, 14 showed no change, and three saw decreased usage.

Safety belt enforcement activities of those communities which reported increased safety belt use varied from officers being paid overtime to enforcement associated with regular traffic duties. All the local projects used a variety of PI&E activities. Examples of typical PI&E used include mass media (TV, radio, newspaper), signs, presentations by enforcement officials and other project staff, bumper stickers, exhibits, press conferences, posters, handouts, billboards, and school programs.

Most of the community projects provided some form of training for at least those officers involved in the projects, and many provided in-service training through roll-calls for most of their patrol officers. Most initiated or reinforced safety belt use policies for enforcement personnel and in some cases, for all community employees. Many States had law enforcement instructors who received the NHTSA occupant restraint instructor course taught at the Department of Transportation's Traffic Safety Institute, Oklahoma City, and then used these instructors for initiating statewide training programs. Many States conducted occupant protection enforcement conferences or used existing conferences for law enforcement agencies to provide occupant protection information.

A number of the States did not report or did not conduct automatic protection education activities. For those that did, many had difficulty in initiating and completing activities. Several of the States attempted to have this education provided to new vehicle buyers but found it difficult to obtain the interest and cooperation of

dealers and salespersons. Most, however, were successful in incorporating automatic protection education into existing PI&E materials. Some modified demonstration vehicles with automatic protection devices, usually airbags.

Changes in safety belt use relative to the impact of local enforcement programs must be viewed cautiously. In many of the local enforcement programs, it could not be determined that the reported changes in safety belt use were the result only of the local programs. As the States were required to have in-kind activities ongoing with the grant, including 402 occupant protection programs, the 403 grant activities were not the only activities which might have caused changes in safety belt use in the communities. Changes stemming from outside factors can only be measured through the use of control sites, and the vast majority of the communities did not have control sites with which to compare their results.

A number of States did not adequately document the activities of their programs nor collect sufficient operational and impact data to allow the overall benefits of the grant to be determined. Several States did indicate that they were aware of the problem. For various reasons these States were not able to obtain or, in some cases, document information and data from various aspects of their 403 grant activities. It also is important that States use control sites, whenever possible, to compare safety belt changes from community or local-level programs. Only through such comparisons can specific program impact be estimated.

In summary, the FY 1987 supplemental safety belt grants were successful in initiating over 100 local enforcement programs. Occupant protection training was provided to thousands of enforcement officers. PI&E was provided to large populations of drivers, young students and others. In sites where safety belt use data was collected, the majority reported an increase in safety belt use following program activities. Even if the reported changes cannot be determined to be solely from local programs, safety belt usage did increase, sometimes substantially. The results do indicate that enforcement programs coupled with PI&E and officer training can lead to increases in safety belt use by the motoring public.