

MICHIGAN

Occupant Protection Program Assessment

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Additionally, the team acknowledges the valuable assistance and support provided by Laura Nichols who served as the Administrative Consultant for this assessment.

Each member of the team appreciates the opportunity to have served and hopes that consideration and implementation of the proposed recommendations will enable Michigan to continue to make strides in increasing its usage rates and decreasing its number of unrestrained fatalities.

Notes:

The information included in this document has been collected from a variety of sources including interviews, official documents, websites, and other materials. Sources may not be consistent. Some copyrighted material has been used under the "Fair Use" Doctrine of the U.S. copyright statute.

ASSESSMENT BACKGROUND

The purpose of the Occupant Protection Assessment is to provide the state of Michigan Office of Highway Safety Planning (OHSP) with a comprehensive review of its occupant protection program by identifying program strengths, accomplishments, challenging areas and the delineation of recommendations for improvement. The assessment can be used as a tool for occupant protection program planning purposes, for deciding how to allocate existing and new resources, and for determining programmatic focus.

The assessment process provides an organized approach for measuring program progress by following the format of the *Uniform Guidelines for State Highway Safety Programs, Highway Safety Program Guideline No. 20, Occupant Protection* (November 2006). The guideline that precedes each section of this report is taken from this document. The U.S. Department of Transportation developed the *Uniform Guidelines for State Highway Safety Programs* in collaboration with the States.

This assessment examined significant components of the State's occupant protection program, which includes child passenger safety. All states, in cooperation with their political subdivisions, should have a comprehensive occupant protection program that educates and motivates its citizens to use available motor vehicle occupant protection systems. A combination of use requirements, strong enforcement, and public information and education is necessary to achieve significant, lasting increases in occupant protection which will prevent fatalities and decrease the number and severity of injuries.

The National Highway Traffic Safety Administration (NHTSA) Headquarters and Regional Office staff facilitated the assessment. Working with the OHSP, NHTSA recommended a team of five individuals with demonstrated expertise in various aspects of occupant protection program development, implementation, and evaluation. Efforts were made to select a team that reflected the needs and interests expressed by the OHSP.

The assessment consisted of a thorough review of occupant protection program briefing materials provided by the OHSP and interviews with state and community level program directors, coordinators, advocates, law enforcement personnel, and OHSP staff. The conclusions drawn by the assessment team were based upon, and limited by, the facts and information provided in the briefing materials and by the various experts who made presentations to the team.

Following the completion of the presentations and the interview process, the team convened to review and analyze the information presented. The team noted the occupant protection program's strengths and challenges as well as recommendations for improvement. On the final day of the on-site assessment, the team briefed the OHSP on the results of the assessment and discussed major points and recommendations.

It is not the intent of this report to thoroughly document all of these successes or highlight the large number of individuals at all levels who are dedicated to traffic safety. By its very nature, the report focuses on areas that need improvement, which is consistent with the overall goals of these types of assessments.

This report is a consensus report. The recommendations provided within are based on the unique characteristics of the State and what the assessment team members believe the State, its political subdivisions and partners could do to improve the reach and effectiveness of its occupant protection program.

This report belongs to the OHSP. The State may use the assessment report as the basis for planning occupant protection program improvements, assessing legislative priorities, providing for additional training, and evaluating funding priorities.

EXECUTIVE SUMMARY

The Michigan Office of Highway Safety Planning (OHSP) is committed to saving lives and reducing injuries on the streets and highways of Michigan. The OHSP guides the State's overall highway safety program, identifies the most critical statewide traffic safety needs, conducts program research and evaluation, awards and monitors highway safety grant funds, coordinates mobilizations such as Click It or Ticket, and celebrates National Child Passenger Safety Week with activities and added attention.

Michigan led the country with its high seat belt use rate in 2008 and 2009, but has recently experienced a decline. Michigan's current observed seat belt use rate is 93.6 percent. This use rate is above the national average but below the high of 97.9 percent previously enjoyed by the State.

The OHSP goals for occupant protection include reducing fatalities by unrestrained vehicle occupants, increasing seat belt use of front seat passengers to 98 percent, and reducing fatalities and incapacitating injuries to children birth through age eight.

Michigan is the 9th most populous state in the nation and is ranked 11th in total area with 96,716 square miles. It is also the only state to consist of two peninsulas connected by the Mackinac Bridge.

At a glance for 2012 (most recent final data available):

- The 2012 fatality rate of 0.99 deaths per 100 million miles travelled increased 5.3 percent from the 2011 fatality rate of 0.94, remaining below the 10-year average of 1.04.
- Of the 471,830 drivers and injured passengers involved in crashes, 87.2 percent were reported to have been using occupant restraints. Restraint usage among fatal victims, where usage was known, was reported to be 57.9 percent.
- According to the Michigan Department of Community Health, approximately three out of five accidental deaths for teenagers and young adults (ages 15-24) are due to motor vehicle crashes.
- The majority (70.2 percent) of occupants killed in traffic crashes were male.
- Direct observation studies show that car seat use for children ages birth to three years old is 93.6 percent. For children ages four to seven years old, the rate of car seat or booster seat use is 42.4 percent.

The OHSP has four staff members who work on occupant protection programs. Its annual occupant protection operating budget is approximately \$4.9 million.

The State has a primary enforcement seat belt law for all drivers and front seat passengers and a child passenger law requiring all children to ride in a car seat or booster seat until they reach age eight or are 4 feet 9 inches tall. It also requires children younger than age 4 to ride in a car seat in the rear seat if the vehicle has a rear seat. If all available rear seats are occupied by children under 4, then a child under 4 may ride in a car seat in the front seat. A child in a rear-facing car seat may only ride in the front seat if the air bag is turned off. Wearing a seat belt is the law and the single most effective action that the people of Michigan can take to protect themselves in a crash.

The key recommendations presented in the following sections are the recommendations the assessment team found to be the most critical for improving the OHSP's occupant protection program.

KEY RECOMMENDATIONS

*(Note: Key Recommendations are **BOLDED** in each individual section)*

- **Broaden the responsibility of the Occupant Protection (OP) Coordinator to a role that includes more general occupant protection efforts.**
- **Reinstitute funding for the Law Enforcement Liaison program in an effort to reengage law enforcement in sustained enforcement of occupant protection laws.**
- **Enact a seat belt law that covers all ages and all seating positions in a passenger vehicle as described in the Michigan Occupant Protection Action Plan 2013-2016.**
- **Re-implement the Law Enforcement Liaison program in the OHSP to improve communication with law enforcement leaders statewide to increase participation in traffic safety and grant funded enforcement.**
- **Reinstitute the Michigan Law Enforcement Challenge to engage law enforcement statewide in traffic safety and provide some incentives/recognition for high performing officers/departments.**
- **Evaluate the stops per hour matrix pilot program to determine effectiveness. Evaluate the number of citations for occupant protection violations to determine if a relevant correlation exists between the number of stops per hour and whether or not this increases seat belt usage.**
- **Research parental knowledge and perception of the state child passenger safety laws for children ages four to seven and what parents consider appropriate restraint for children in that age group. Use the research to guide programming and to dispel myths parents may have about buckling up children in that age group.**
- **Develop and implement a statewide, comprehensive plan for promoting the proper use of booster seats and seat belts for children ages 7 through 12, using consistent and standardized messages.**
- **Research and implement evidence-based projects designed to increase the use of seat belts by teens, including use of graduated licensing laws or the seat belt law, to close the gap that allows occupants over age 16 to ride unrestrained in the back seat.**
- **Establish and implement a plan for recruiting participants to become child passenger safety technicians. Follow up with a mentoring program to assist technicians in meeting requirements to retain certification.**

- **Strengthen the statewide occupant protection task force that meets regularly to set program goals, evaluate current efforts, research innovative and effective strategies and implement data-driven programs. Members should include representatives from rural, local and diverse communities.**
- **Provide culturally appropriate materials in alternative language formats to accommodate non-English speaking populations and growing ethnic diversity.**
- **Provide public outreach to youth ages 14-25, for whom motor vehicle crashes are the number one cause of fatalities in Michigan, during both drivers education and post-drivers ed. (Michigan 2012 vital statistics)**
- **Develop an occupant protection communication plan that includes year-round messaging that targets at-risk populations, uses a variety of media, and includes an earned media component.**
- **Increase the OHSP's presence online and on social media sites, such as Facebook, Twitter and Instagram, to ensure that residents and visitors to the state are reached with the occupant protection message.**
- **Allow the OHSP to release press releases autonomously.**
- **Expand the biennial observational survey of occupant protection for children to include children through age 15 to coincide with Michigan law.**
- **Establish regional and/or county-level valid seat belt use rates in select areas which are currently being surveyed by expanding the existing seat belt observation survey.**
- **Implement a comprehensive state trauma system that collects trauma data from all hospitals and is conducive to linking with other state records systems.**
- **Enhance crash report training to emphasize the need for law enforcement to correctly indicate occupant protection in every crash report.**

1. PROGRAM MANAGEMENT

GUIDELINE:

Each State should have centralized program planning, implementation and coordination to achieve and sustain high rates of seat belt use. Evaluation should be used to revise existing programs, develop new programs and determine progress and success. The State Highway Safety Office (SHSO) should:

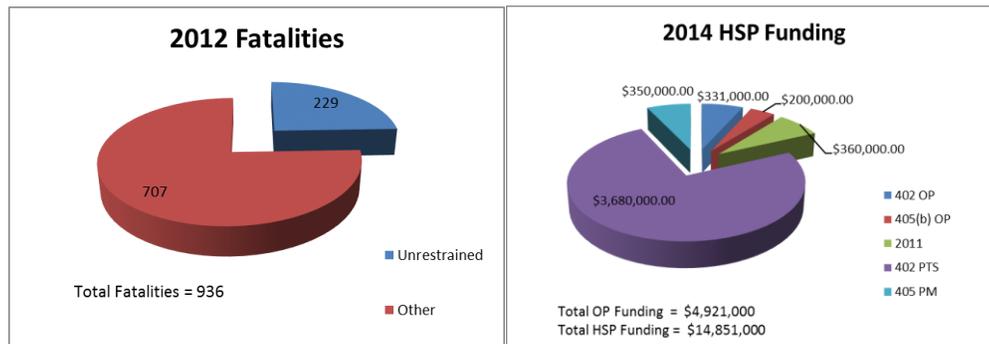
- *Provide leadership, training and technical assistance to other State agencies and local occupant protection programs and projects;*
- *Establish and convene an occupant protection advisory task force or coalition to organize and generate broad-based support for programs. The coalition should include agencies and organizations that are representative of the State's demographic composition and critical to the implementation of occupant protection initiatives;*
- *Integrate occupant protection programs into community/corridor traffic safety and other injury prevention programs; and*
- *Evaluate the effectiveness of the State's occupant protection program.*

1A. STRENGTHS

- The Michigan Office of Highway Safety Planning (OHSP) serves as the central coordinating agency for the state's occupant protection program.
- The stability of the OHSP leadership and staff allows for continued achievement toward long term goals.
- The state has maintained a seat belt use rate at or above its current use rate of 93 percent since 2006. The state led the nation in 2008 and 2009 with use rates above 97 percent.
- Michigan joins 32 other states and the District of Columbia in having a primary enforceable seat belt law (source: Insurance Institute for Highway Safety).
- The state has established and convenes a quarterly meeting of occupant protection stakeholders who comprise the Occupant Protection (OP) Action Team. The team consists of the following:
 - Michigan State Police
 - OHSP
 - University of Michigan Transportation Research Institute (UMTRI)
 - Michigan Department of Transportation
 - Michigan Department of Community Health
 - Governor's Traffic Safety Advisory Commission
 - American Automobile Association of Michigan
 - General Motors/On-Star
 - Kettering University
 - Michigan State University Police Department

- Safe Kids Huron Valley/C.S. Mott Children's Hospital
 - Safe Kids Greater Flint/Hurley Medical Center
 - Safe Kids Greater Grand Rapids/Helen DeVos Children's Hospital
 - Safe Kids Macomb County
 - University of Michigan's Department of Emergency Medicine
 - University of Michigan's Injury Center
- OHSP highway safety programs are data-driven. The OHSP funds a variety of enforcement and education occupant protection-focused programs across the state.
 - OHSP has hired staff or established contracts/grants with individuals to impact the vast geographic challenges of the Upper and Lower Peninsulas.
 - The state conducts a number of observational and telephone surveys which serve as measurable indicators of use, occupant behaviors and beliefs.
 - The OHSP has implemented most, if not all, management and leadership recommendations found in the June 2005 Occupant Protection for Children Assessment Report.
 - The current format of the Governor's Traffic Safety Advisory Commission (GTSAC) was formed by an Executive Order by the Governor in 2002, in part, to serve as the state's major forum for identifying key traffic safety challenges, and developing, promoting, and implementing strategies to address these challenges. Membership on the GTSAC consists of the governor (or a designee); the directors (or their designees) of the Departments of Community Health, Education, State, State Police, and Transportation; and Office of Services to the Aging, the executive director of the Office of Highway Safety Planning; as well as three local government representatives.
 - The director of the OHSP also serves as the governor's highway safety representative by Executive Order.

- Highway safety funds are clearly used in an effective way based on a favorable problem versus funding ratio. Unrestrained fatalities account for 24 percent of all fatalities and occupant protection funding accounts for roughly 33 percent of highway safety funds. **Note: Portions of PTS funding listed also promotes impaired driving countermeasures simultaneously. Data from the 2014 HSP Performance Plan.



1B. CHALLENGES

- With such a consistently high seat belt use rate over the past several years, the state is faced with the most difficult percentage of high risk road users who are reluctant to wear seat belts.
- While the state has a high seat belt use rate in comparison to many other states, OHSP staff time is limited in the delivery of general occupant protection programs. Approximately 95 percent of the OP coordinator's time is devoted to child passenger safety (CPS).
- In 2012, the state modified its motorcycle helmet law to allow most riders to ride without a helmet. This modification presents the potential for negative consequences to the state's OP law. Additionally, it was reported that law enforcement is less enthused about writing seat belt citations because of the mixed message of repealing the helmet law.
- Sustained OP enforcement efforts are limited because of reduced willingness by law enforcement agencies to accept funds beyond the Memorial Day mobilization period and are even more limited during the Labor Day mobilization.
- High risk drivers ages 18-31 represent the greatest risk of fatal crashes and injury in the population and prove to be the most difficult audience to reach.
- The waning economy of the state of Michigan has impacted law enforcement hiring and in some cases caused downsizing of agencies which has had a significant effect on overall traffic enforcement.

1C. RECOMMENDATIONS

- **Broaden the responsibility of the Occupant Protection (OP) Coordinator to a role that includes more general occupant protection efforts.**
- Develop more campaigns devoted to educational efforts such as: 1) expanding the “Saved by the Belt” program; 2) school-based programs that promote occupant protection importance for ages beyond booster seats; 3) programs geared to college age young adults; and 4) programs that educate vehicle users ages 18-31 through active social media messaging.
- Develop a law enforcement recognition program that is not based solely on incentive equipment awards for increased enforcement, but is also focused on recognition of community involvement and educational efforts by departments to reduce the appearance of pay for performance.
- **Reinstitute funding for the Law Enforcement Liaison program in an effort to reengage law enforcement in sustained enforcement of occupant protection laws.**
- Incorporate funding for smaller scale high visibility enforcement mobilizations (wave enforcement). This will create the appearance of a more sustained enforcement effort. These one-to-two day per month seat belt mobilizations could create general deterrence, therefore effecting overall seat belt use.

2. LEGISLATION/REGULATION AND POLICY

GUIDELINE:

Each State should enact and enforce occupant protection use laws, regulations and policies to provide clear guidance to the public concerning motor vehicle occupant protection systems.

This legal framework should include:

- *Legislation permitting primary enforcement that requires all motor vehicle occupants to use systems provided by the vehicle manufacturer;*
- *Legislation permitting primary enforcement that requires that children birth to 16 years old (or the State's driving age) be properly restrained in an appropriate child restraint system (i.e., certified by the manufacturer to meet all applicable Federal safety standards) or seat belt;*
- *Legislation permitting primary enforcement that requires children under 13 years old to be properly restrained in the rear seat (unless all available rear seats are occupied by younger children);*
- *Graduated Driver Licensing (GDL) laws that include three stages of licensure, and that place restrictions and sanctions on high-risk driving situations for novice drivers (i.e., nighttime driving restrictions, passenger restrictions, zero tolerance, required seat belt use);*
- *Regulations requiring employees and contractors at all levels of government to wear seat belts when traveling on official business;*
- *Official policies requiring that organizations receiving Federal highway safety program grant funds develop and enforce an employee seat belt use policy; and*
- *Outreach to state insurance commissioners to encourage them to persuade insurers to offer incentives to policyholders who use seat belts and child restraints. Insurance commissioners are likely to have significant influence with insurers that write policies in their states.*

2A. STRENGTHS

- The state of Michigan became a primary seat belt enforcement state on March 10, 2000.
- The primary seat belt law and high visibility enforcement of this law led the state to become the highest seat belt use state in the nation in 2008 at 97.2 percent and 97.9 percent in 2009.
- The State requires children from birth to age 16 to be properly restrained in all seating positions.
- The State has a graduated driver licensing (GDL) law that has a three stage licensure process. It also has night time restrictions from 10 p.m. – 5 a.m. and passenger restrictions.
- The Michigan Office of Highway Safety Planning (OHSP) has a grant funding policy that requires grantees receiving federal highway safety funds to enforce seat belt policies.

- The state's executive leadership is committed to occupant protection as acknowledged through its Strategic Highway Safety Plan.

2B. CHALLENGES

- The state's primary seat belt law does not cover back seat passengers of all ages. It only covers back seat passengers for ages 16 and under. According to the Center for Disease Control (CDC), people not wearing a seat belt are 30 times more likely to be ejected from a vehicle during a crash. Additionally, unbelted back seat passengers become projectiles and create further injury exposure for front seat passengers.
- It was expressed throughout the assessment that the anti-regulation climate is not currently conducive to laws that would strengthen the state's occupant protection laws. A sunset provision currently exists in the state's seat belt law. However, the economic impact of fatal crashes and serious injuries are shared societal costs.
- The State of Michigan Traffic Crash Report allows the reporting of child restraint not used, not available or improper with the same restraint use code 7. These cases are very different and do not allow the proper recording of data for future efforts of prevention.
- Current Michigan GDL law does not require seat belt use throughout the GDL licensure period. This is inconsistent with NHSTA best practices for vehicle passengers in the GDL phase.
- There is no consistent statewide effort to require child passenger safety education and appropriate discharge protocol in hospitals and emergency departments.

2C. RECOMMENDATIONS

- **Enact a seat belt law that covers all ages and all seating positions in a passenger vehicle as described in the *Michigan Occupant Protection Action Plan 2013-2016*.**
- Remove all sunset provisions in the state's seat belt law in order to provide clear guidance to both citizens and law enforcement.
- Make seat belt violations a moving violation with applicable points for graduated driver licensing (GDL) drivers.
- Enact legislation requiring child passenger safety education to be provided at hospitals and emergency departments for children less than eight years of age prior to discharge.

3. LAW ENFORCEMENT

GUIDELINE:

Each State should conduct frequent, high-visibility law enforcement efforts, coupled with communication strategies, to increase seat belt and child safety seat use. Essential components of a law enforcement program should include:

- *Written, enforced seat belt use policies for law enforcement agencies with sanctions for noncompliance to protect law enforcement officers from harm and for officers to serve as role models for the motoring public;*
- *Vigorous enforcement of seat belt and child safety seat laws, including citations and warnings;*
- *Accurate reporting of occupant protection system information on police accident report forms, including seat belt and child safety seat use or non-use, restraint type, and airbag presence and deployment;*
- *Communication campaigns to inform the public about occupant protection laws and related enforcement activities;*
- *Routine monitoring of citation rates for non-use of seat belts and child safety seats;*
- *Use of National Child Passenger Safety Certification (basic and in-service) for law enforcement officers;*
- *Utilization of Law Enforcement Liaisons (LELs), for activities such as promotion of national and local mobilizations and increasing law enforcement participation in such mobilizations and collaboration with local chapters of police groups and associations that represent diverse groups (e.g., NOBLE, HAPCOA) to gain support for enforcement efforts.*

3A. STRENGTHS

- Michigan has a primary seat belt law, which allows law enforcement officers to stop violators for an occupant protection violation without first having to observe another violation of law.
- There is effective leadership and direction from the Michigan State Police Colonel down to the troop level that prioritizes seat belt enforcement and education. Enforcement of occupant protection laws are a high priority in the Michigan State Police and enforcement is sustained throughout the year. There is also leadership support from police chiefs and sheriffs in some jurisdictions.
- The Office of Highway Safety Planning (OHSP) provides robust occupant protection data and crash data to local jurisdictions to assist in strategic deployment of resources.
- Program managers from the OHSP provide nearly complete grant applications to grantees, which reduces personnel hours needed for agencies to complete and submit their applications.
- Statewide funding for Click it or Ticket and occupant protection enforcement is available to Michigan law enforcement agencies and is readily utilized to improve seat belt usage in some jurisdictions, primarily during the summer months when there is an increase in traffic volume.

- The OHSP emphasizes the importance of occupant protection enforcement during impaired driving grant funded details.
- Michigan has a “Saved by the Belt” program that recognizes individuals who survived crashes or received significantly lesser injuries in crashes because they were properly restrained.
- Click it or Ticket grant funding requires law enforcement agencies to have policies that require officers to wear their seat belts. This requirement is consistent with the International Association of Chiefs of Police “Below 100” program, which emphasizes the importance of law enforcement officers using occupant restraints while on duty.
- The emphasis on High Visibility Enforcement Zones is a philosophy set forth by the OHSP and appears to be received positively in the communities and by the law enforcement agencies that participate. This is designed to increase perception that the stops are for occupant protection violations.
- The Law Enforcement Liaison Program Coordinator within the OHSP provides High Visibility Enforcement Zone training to grantees to ensure enforcement campaigns are properly conducted and do not violate state laws prohibiting checkpoints. The OHSP has begun to provide these trainings via webinar, thus increasing efficiency and reducing costs.
- Rather than requiring officers to write a certain number of occupant protection citations during grant funded enforcement details, the OHSP, in partnership with Western Michigan University, has set an average number of traffic stops per hour for agencies at 1.09. With strong laws prohibiting citation quotas, this appears to be an excellent design to set performance measures during these details.
- The OHSP maximizes efficiency when distributing grants to local jurisdictions by allowing some agencies to coordinate efforts with a multitude of neighboring jurisdictions. These agencies then report all relevant data back to OHSP program managers from the jurisdictions.
- The partnership between the Michigan State Police and the OHSP for media relations is excellent. Michigan State Police Public Affairs is utilized to assist the OHSP with outreach and communications on social media sites such as Facebook and Twitter.
- The Child Passenger Safety (CPS) technician certification in Michigan appears to be robust with many law enforcement officers certified. The Michigan State Police has 21 Community Service Troopers dispersed throughout the state, most of whom are certified as technicians. In addition to CPS duties, these troopers conduct a multitude of occupant protection and traffic safety educational programs in schools and communities.

3B. CHALLENGES

- Michigan's seat belt law has a fine of only \$65.00, including court costs, with no points attached.
- Michigan does not have a law requiring all occupants to buckle up. Only front seat occupants are required to wear their seat belt unless they are under age 16.
- The number of Michigan law enforcement officer positions has declined from 23,150 in 2001 to 19,147 in 2014, a decrease of 17 percent.
- The OHSP has reduced the number of Law Enforcement Liaisons from seven to one. The additional work load this created has been distributed to the project directors in the field, who are often tasked with managing multiple law enforcement agencies and working their day-to-day department assignments. This reduction in force has reduced face-to-face communications throughout the state and may hamper additional opportunities for agencies to participate that have not participated in previous grant funded enforcement.
- Of the 598 Michigan law enforcement agencies, only 160 are participating in grant funded traffic safety enforcement programs funded through the OHSP.
- The OHSP does not provide funding for dispatchers during grant funded operations. This may not be a concern in some jurisdictions, but may be in other areas where a high volume of enforcement is occurring.
- Michigan eliminated the Law Enforcement Challenge and incentives for law enforcement agencies that participated. Previously, this program recognized officers and agencies for their diligent work in traffic safety and provided equipment for enforcement. These items of equipment are much appreciated in agencies with small budgets and improve traffic safety when deployed.
- Grantees that participate in OHSP-funded enforcement programs are not required to conduct pre- and post-campaign seat belt surveys.
- The OHSP does not incorporate occupant protection citations into their performance matrix for evaluating grantee enforcement efforts.

3C. RECOMMENDATIONS

- Continue to build relationships with stakeholders who will educate state legislators to support an increase in fines for seat belt violations and to require all occupants in a vehicle to buckle their seat belts.

- Engage law enforcement leaders to improve efficiencies in their departments and reduce calls for service to ensure adequate resources are available for traffic enforcement. The Data Driven Approach to Crime and Traffic Safety (DDACTS) is an effective program that could assist in this process.
- **Re-implement the Law Enforcement Liaison program in the OHSP to improve communication with law enforcement leaders statewide to increase participation in traffic safety and grant funded enforcement.**
- Engage law enforcement leaders through interactions and training at State Police Chief Association and Sheriff's Association mid-year and annual conferences. Deliver training programs that stress the importance of traffic safety and occupant protection during these events.
- Pursue funding options for dispatchers during enforcement campaigns where multiple officers are working and radio traffic is excessive.
- **Reinstitute the Michigan Law Enforcement Challenge to engage law enforcement statewide in traffic safety and provide some incentives/recognition for high performing officers/departments.**
- **Evaluate the stops per hour matrix pilot program to determine effectiveness. Evaluate the number of citations for occupant protection violations to determine if a relevant correlation exists between the number of stops per hour and whether or not this increases seat belt usage.**

4. OCCUPANT PROTECTION FOR CHILDREN

GUIDELINE:

Each State should enact occupant protection laws that require the correct restraint of all children, in all seating positions and in every vehicle. Regulations and policies should exist that provide clear guidance to the motoring public concerning occupant protection for children. Each State should require that children birth to 16 years old (or the State's driving age) be properly restrained in the appropriate child restraint system or seat belt. Gaps in State child passenger safety and seat belt laws should be closed to ensure that all children are covered in all seating positions, with requirements for age-appropriate child restraint use. Key provisions of the law should include: driver responsibility for ensuring that children are properly restrained; proper restraint of children under 13 years of age in the rear seat (unless all available rear seats are occupied by younger children); a ban of passengers from the cargo areas of light trucks; and a limit on the number of passengers based on the number of available seat belts in the vehicle. To achieve these objectives, State occupant protection programs for children should:

- *Collect and analyze key data elements in order to evaluate the program progress;*
- *Assure that adequate and accurate training is provided to the professionals who deliver and enforce the occupant protection programs for parents and caregivers;*
- *Assure that the capability exists to train and retain nationally certified child passenger safety technicians to address attrition of trainers or changing public demographics;*
- *Promote the use of child restraints and assure that a plan has been developed to provide an adequate number of inspection stations and clinics, which meet minimum quality criteria;*
- *Maintain a strong law enforcement program that includes vigorous enforcement of the child occupant protection laws;*
- *Consider applying for the booster seat incentive grant program – Section 2011. 47 States and the District of Columbia have enacted booster seat use requirements since 2000, but many of the laws do not currently extend to eight years of age, the minimum threshold for eligibility under the Section 2011 criteria. States with these insufficient provisions are not eligible for funding;*
- *Enlist the support of the media to increase public awareness about child occupant protection laws and the use of child restraints. Strong efforts should be made to reach underserved populations;*
- *Assure that the child occupant protection programs at the local level are periodically assessed and that programs are designed to meet the unique demographic needs of the community;*
- *Establish the infrastructure to systematically coordinate the array of child occupant protection program components;*
- *Encourage law enforcement participation in the National Child Passenger Safety Certification (basic and in-service) training for law enforcement officers.*

4A. STRENGTHS

- Child Passenger Safety (CPS) is one component of the Occupant Protection Program Section of the Michigan Office of Highway Safety Planning (OHSP). A regional approach is used to coordinate CPS activities in the state: the OSHP coordinates activities for the Lower Peninsula, and the Kids Always Ride Safely (KARS) Program provides planning and coordination for the Upper Peninsula. The KARS Program is funded by the OHSP.
- Specific goals related to child occupant protection are included in OHSP planning documents, such as the *Michigan Occupant Protection Action Plan* and the *Strategic Highway Safety Plan*.
- The OHSP partners with many different agencies and organizations to promote CPS, including hospitals, Safe Kids coalitions, local health departments, law enforcement agencies, fire departments, human service agencies, Head Start programs, and child care providers. Many of the partners receive funds from community sources such as hospital foundations, United Way, Kohl's, insurance companies, automobile manufacturers, etc.
- Child occupants are covered under two sections of Michigan law. Both laws are primary enforcement and require children less than 16 years of age to ride restrained in all seating positions. Fines range from \$65 to \$103, depending on which section of law is cited for violations.
- Grants are awarded to local agencies to conduct and/or attend certification or renewal courses, conduct car seat checkup events, support fitting and inspection stations and distribute car seats.
- Michigan has approximately 275 car seat inspection stations, with many of them being listed on the Car Seat Inspection Locator on the National Highway Traffic Safety Administration (NHTSA) website.
- Michigan has over 900 certified CPS technicians and 48 certified instructors.
- Fourteen CPS certification courses were done in 2013, with 206 individuals certified as technicians. Additionally, three renewal courses were done to recertify former technicians whose certification status had expired.
- Some technicians have received additional training for transporting children with special health care needs and at least one hospital provides or assists families in obtaining child restraints for children with special transportation needs.
- In 2013, 302 technicians recertified for a recertification rate of 58.9 percent, which is slightly higher than the national recertification rate of 58.5 percent.

- Child restraints are available for distribution to low-income or need-based families or to replace unsafe car seats at inspection stations and checkup events. Approximately 5,000 child restraints were distributed in 2013. Child restraints must be distributed by certified technicians and must include an educational component.
- In the Lower Peninsula the OHSP has streamlined the process for local programs to order car seats for inspection stations and checkup events, which reduces the need to store car seats and reduces the risk of car seats expiring before their use.
- The KARS Program has used a creative approach to ensuring that car seats are distributed to low-income families by establishing an education program that provides a low-cost car seat for WIC (Supplemental Nutrition Program for Women, Infants and Children) clients. Other families can participate by paying a higher fee for the education and car seat. The program is currently available in 7 of the 15 counties in the Upper Peninsula.
- The OHSP contracts with Wayne State University to do a biennial observation survey of child restraint and booster seat use for children under age eight. Variables include age category (ages zero to three and ages four to seven), seating position in vehicle, and type of restraint.
- Wayne State University does a biennial in-vehicle child restraint inspection survey to determine child restraint misuse rates.
- The OHSP maintains a Traffic Safety Materials Catalog which offers free CPS brochures, posters, stickers and coloring books to their partners.

4B. CHALLENGES

- According to the 2013 observation survey, appropriate restraint use (car seat or booster seat) for children ages four to seven was 42.4 percent. Of those observed, 51.8 percent were inappropriately restrained in a seat belt, with 5.7 percent unrestrained.
- There is confusion about the CPS law with regard to penalties and exemptions. Educational materials with different messages may contribute to the confusion.
- There are few programs that address CPS for children over four years of age.
- CPS education in schools is limited in scope and is coordinated at the community level, using different materials and messages.
- Materials designed to promote the use of booster seats provide limited information on the reasons for using boosters, instead of seat belts, and focus primarily on the law.

- Other than the KARS Program, there are no specific guidelines regarding eligibility for free car seats.
- The Michigan Traffic Crash Report lists one code for “Child restraint not used, not available or improper,” making it difficult to identify non-use of child restraints versus child restraint misuse.
- Basic training for law enforcement does not include a CPS component except as it pertains to CPS laws.
- Current law enforcement officers do not routinely receive training on best practice recommendations for buckling up children to keep them up-to-date on new and emerging CPS issues. Yet, law enforcement officers are often expected to be a source of information on CPS from parents and caregivers.
- The Child Restraint Inspection Survey, which assesses car seats for misuse, is done by individuals who are not certified as technicians, although they do participate in a short training program prior to doing the inspections.
- Although retention of CPS technicians is higher than the national average, approximately 40% do not recertify after two years.

4C. RECOMMENDATIONS

- Develop a handout explaining Michigan’s child occupant protection laws in a clear and concise format, using parents/caregivers to evaluate content. Distribute the handout to partners, so all are providing the same information.
- **Research parental knowledge and perception of the state child passenger safety laws for children ages four to seven and what parents consider appropriate restraint for children in that age group. Use the research to guide programming and to dispel myths parents may have about buckling up children in that age group.**
- Use best practice recommendations from the American Academy of Pediatrics and NHTSA in educational materials, with less focus on the law in these materials. Include reasons for recommendations.
- **Develop and implement a statewide, comprehensive plan for promoting the proper use of booster seats and seat belts for children ages 7 through 12, using consistent and standardized messages.**
- Develop and distribute a school-based presentation and supporting materials that can be used by community partners.

- **Research and implement evidence-based projects designed to increase the use of seat belts by teens, including use of graduated licensing laws or the seat belt law, to close the gap that allows occupants over age 16 to ride unrestrained in the back seat.**
- Evaluate the Kids Always Ride Safely (KARS) method of distributing car seats and consider expanding the concept statewide to assure that those most in need are receiving free or low-cost car seats.
- Create separate codes in the Traffic Crash Report for Child Restraint Non-Use and Improper Use of Child Restraint in the revision of the crash report which is currently underway.
- Integrate a child passenger safety component into the basic training provided to new law enforcement officers.
- Offer short courses, such as Operation Kids or TOPS (Traffic Occupant Protection Strategies), to law enforcement agencies to review state law, provide enforcement strategies, discuss best practices for buckling up children, demonstrate misuse that can be easily observed, and discuss when car seats need to be replaced following a crash.
- Host the “Safe Travel for All Children: Transporting Children with Special Needs” training within the state to increase the number of technicians who can assist families with children who have special transportation needs.
- Use currently-certified technicians to perform the Child Restraint Inspection Survey or require certification for those doing the inspections.
- **Establish and implement a plan for recruiting participants to become child passenger safety technicians. Follow up with a mentoring program to assist technicians in meeting requirements to retain certification.**

5. OUTREACH PROGRAM

GUIDELINE:

Each State should encourage extensive statewide and community involvement in occupant protection education by involving individuals and organizations outside the traditional highway safety community. Representation from the health, business and education sectors, and from diverse populations, within the community should be encouraged. Community involvement should broaden public support for the State's programs and increase a State's ability to deliver highway safety education programs. To encourage statewide and community involvement, States should:

- *Establish a coalition or task force of individuals and organizations to actively promote use of occupant protection systems;*
- *Create an effective communications network among coalition members to keep members informed about issues;*
- *Provide culturally relevant materials and resources necessary to conduct occupant protection education programs, especially directed toward young people, in local settings;*
- *Provide materials and resources necessary to conduct occupant protection education programs, especially directed toward specific cultural or otherwise diverse populations represented in the State and in its political subdivisions.*

States should undertake a variety of outreach programs to achieve statewide and community involvement in occupant protection education, as described below. Programs should include outreach to diverse populations, health and medical communities, schools and employers.

a. Diverse Populations

Each State should work closely with individuals and organizations that represent the various ethnic and cultural populations reflected in State demographics. Individuals from these groups might not be reached through traditional communication markets. Community leaders and representatives from the various ethnic and cultural groups and organizations will help States to increase the use of child safety seats and seat belts. The State should:

- *Evaluate the need for, and provide, if necessary, materials and resources in multiple languages;*
- *Collect and analyze data on fatalities and injuries in diverse communities;*
- *Ensure representation of diverse groups on State occupant protection coalitions and other work groups;*
- *Provide guidance to grantees on conducting outreach in diverse communities;*
- *Utilize leaders from diverse communities as spokespeople to promote seat belt use and child safety seat;*
- *Conduct outreach efforts to diverse organizations and populations during law enforcement mobilization periods.*

b. Health and Medical Communities

Each State should integrate occupant protection into health programs. The failure of drivers and passengers to use occupant protection systems is a major public health problem that must be recognized by the medical and health care communities. The SHSO, the State Health Department and other State or local medical organizations should collaborate in developing programs that:

- Integrate occupant protection into professional health training curricula and comprehensive public health planning;***
- Promote occupant protection systems as a health promotion/injury prevention measure;***
- Require public health and medical personnel to use available motor vehicle occupant protection systems during work hours;***
- Provide technical assistance and education about the importance of motor vehicle occupant protection to primary caregivers (e.g., doctors, nurses, clinic staff);***
- Include questions about seat belt use in health risk appraisals;***
- Utilize health care providers as visible public spokespeople for seat belt and child safety seat use;***
- Provide information about the availability of child safety seats at, and integrate child safety seat inspections into, maternity hospitals and other prenatal and natal care centers;***
- Collect, analyze and publicize data on additional injuries and medical expenses resulting from non-use of occupant protection devices.***

c. Schools

Each State should encourage local school boards and educators to incorporate occupant protection education into school curricula. The SHSO in cooperation with the State Department of Education should:

- Ensure that highway safety and traffic-related injury control, in general, and occupant protection, in particular, are included in the State-approved K-12 health and safety education curricula and textbooks;***
- Establish and enforce written policies requiring that school employees use seat belts when operating a motor vehicle on the job; and***
- Encourage active promotion of regular seat belt use through classroom and extracurricular activities as well as in school-based health clinics; and***
- Work with School Resource Officers (SROs) to promote seat belt use among high school students;***
- Establish and enforce written school policies that require students driving to and from school to wear seat belts. Violation of these policies should result in revocation of parking or other campus privileges for a stated period of time.***

d. Employers

Each State and local subdivision should encourage all employers to require seat belt use on the job as a condition of employment. Private sector employers should follow the lead of Federal and State government employers and comply with Executive Order 13043,

“Increasing Seat Belt Use in the United States” as well as all applicable Federal Motor Carrier Safety Administration (FMCSA) Regulations or Occupational Safety and Health Administration (OSHA) regulations requiring private business employees to use seat belts on the job. All employers should:

- ***Establish and enforce a seat belt use policy with sanctions for non-use;***
- ***Conduct occupant protection education programs for employees on their seat belt use policies and the safety benefits of motor vehicle occupant protection devices.***

5A. STRENGTHS

- The existing network of Safe Kids Coalitions serves as a clearing house for statewide dissemination of public information materials and actively conducts outreach to parents and caregivers of children, starting at birth.
- Through the child passenger safety (CPS) program, many partnerships reach families with small children. Partners include Safe Kids Coalitions, hospitals, law enforcement, schools and other groups.
- Safe Kids Greater Grand Rapids/Helen DeVos Children’s Hospital provides CPS materials in both Spanish and Arabic. Safe Kids, based at the Children’s Hospital of Michigan, conducts minority population outreach efforts.
- Kids Always Ride Safely (KARS), an Upper Peninsula-based CPS program, services the economically disadvantaged through the WIC (Supplemental Nutrition Program for Women, Infants and Children) and foster care programs by offering seats to those who attend training.
- Law enforcement agencies promote enforcement efforts through the aid of a media tool kit provided by the Michigan Office of Highway Safety Planning (OHSP) which includes banners, posters, sample public service announcements and other earned media materials.
- The OHSP offers free educational materials through the Traffic Safety Materials Catalog.
- Medical expertise for material development is available from the International Center for Automotive Medicine (<http://automotivemedicine.org/about/>) and the C.S. Mott Children’s Hospital Trauma Center.
- The Michigan State Police employs 21 community service troopers dedicated to delivering outreach and education to the communities and classrooms within their regions.
- The OHSP hosts an annual three day Traffic Safety Summit incorporating outreach and educational workshops including occupant protection.
- The “Safety Network News” newsletter is distributed to law enforcement and is available online, providing current research, best practices and articles.

5B. CHALLENGES

- Michigan has a geographic area covering 83 counties with an expansive rural region especially in the Upper Peninsula with more densely populated urban areas in the lower region. This makes it difficult to provide areas with uniform messaging and outreach materials.
- Schools have condensed schedules making it difficult to approach the students through school-wide assemblies.
- There is a growing population of Spanish-speaking residents in Michigan. There may not be sufficient resources (bilingual CPS technicians, program and outreach materials) to meet the growing need.
- The Governor's Traffic Safety Advisory Commission Occupant Protection Action Team, which serves as the state's occupant protection advisory committee, does not meet on a regular basis and has limited representation from grassroots advocates and diverse populations.
- Outreach to employers encouraging mandatory workplace seat belt policies is limited.
- There are limited awards programs that recognize outstanding law enforcement, employers or community service advocates.

5C. RECOMMENDATIONS

- **Strengthen the statewide occupant protection task force that meets regularly to set program goals, evaluate current efforts, research innovative and effective strategies and implement data-driven programs. Members should include representatives from rural, local and diverse communities.**
- Develop and implement systems to provide education on the importance of proper restraint use to law enforcement and teen/school audiences throughout the state on a sustained basis.
- **Provide culturally appropriate materials in alternative language formats to accommodate non-English speaking populations and growing ethnic diversity.**
- **Provide public outreach to youth ages 14-25, for whom motor vehicle crashes are the number one cause of fatalities in Michigan, during both drivers education and post-drivers ed. (Michigan 2012 vital statistics)**
- Work with the hospital injury prevention coordinators to reach out to the public regarding restraint use; provide educational materials and talking points.

- Encourage schools and employers to enforce written seat belt policies.
- Promote seat belt use among high school students via the National Teen Driver Safety Week each October, conducting observational seat belt surveys, and hosting school seat belt use competitions.

- Offer more education and outreach materials online available to download for use in enforcement efforts, employer programs and community education and outreach.

- Expand employer outreach by supporting more comprehensive employee programs that include:
 - establishing a seat belt use policy;
 - participating in national Drive Safely to Work Week each October;
 - training opportunities for safety managers to learn more about what can be done to promote occupant protection within their company;
 - initiatives or tools that target employers of minority workers; and
 - conducting observational seatbelt surveys at businesses, state government agencies, and universities, and follow up with activities that encourage seat belt use.

6. COMMUNICATION

GUIDELINE:

As part of each State's communication program, the State should enlist the support of a variety of media, including mass media, to improve public awareness and knowledge and to support enforcement efforts to about seat belts, air bags, and child safety seats. To sustain or increase rates of seat belt and child safety seat use, a well organized, effectively managed communication program should:

- *Identify specific audiences (e.g., low belt use, high-risk motorists) and develop messages appropriate for these audiences;*
- *Address the enforcement of the State's seat belt and child passenger safety laws; the safety benefits of regular, correct seat belt (both manual and automatic) and child safety seat use; and the additional protection provided by air bags;*
- *Continue programs and activities to increase the use of booster seats by children who have outgrown their toddler seats but who are still too small to safely use the adult seat belts. NHTSA currently estimates booster seat use is only 43 percent nationwide (2008 NSUBS);*
- *Capitalize on special events, such as nationally recognized safety and injury prevention weeks and local enforcement campaigns;*
- *Provide materials and media campaigns in more than one language as necessary;*
- *Use national themes and materials;*
- *Participate in national programs to increase seat belt and child safety seat use and use law enforcement as the State's contribution to obtaining national public awareness through concentrated, simultaneous activity;*
- *Utilize paid media, as appropriate;*
- *Publicize seat belt use surveys and other relevant statistics;*
- *Encourage news media to report seat belt use and non-use in motor vehicle crashes;*
- *Involve media representatives in planning and disseminating communication campaigns;*
- *Encourage private sector groups to incorporate seat belt use messages into their media campaigns;*
- *Utilize and involve all media outlets: television, radio, print, signs, billboards, theaters, sports events, health fairs;*
- *Evaluate all communication campaign efforts.*

6A. STRENGTHS

- The Michigan Office of Highway Safety Planning (OHSP) has a strong internal communications team comprised of experienced dedicated professionals.
- The OHSP contracts with a qualified advertising agency to help create and place paid advertisements using a variety of media formats including television, radio, internet, cinema, outdoor media, and sports venues.

- The OHSP makes extensive use of focus group results in the development of campaign message and materials.
- As part of the Click It or Ticket (CIOT) campaign, the OHSP has created media spots available for television and radio placement that specifically target the state's non-belt users.
- Michigan uses national campaign themes, such as CIOT, and participates in national mobilizations and safety weeks by supporting state and local media, enforcement and educational activities.
- Paid media is used with the strategic placement of spots on broadcast television, cable TV, radio, and the internet during the CIOT mobilizations.
- Use of non-traditional media, such as cinema and internet, has been incorporated into media buys.
- Geo-marketing by location demographics has been used to ensure the target population is reached.
- Using observational survey and crash data, the state has worked to identify specific audiences that consistently have low seat belt use rates, such as young males and pickup truck drivers. The OHSP has a communications plan that includes appropriate messaging directed towards those populations.
- The OHSP regularly publicizes results of seat belt observational studies and the number of citations resulting from the CIOT enforcement campaign.
- The OHSP conducts attitudinal telephone surveys pre- and post- high visibility enforcement campaigns to measure awareness of law enforcement activity and safety messaging.
- The OHSP provides each law enforcement agency a CIOT tool kit with awareness materials such as pizza box stickers, coffee sleeves and window clings, as well as banners and posters for distribution to local businesses.
- The OHSP uses focus groups consisting of participants who are within the target audience to develop seat belt use messaging. Messaging is also targeted to population groups with lower seat belt use.
- Press releases are regularly issued before, during, and after a high visibility CIOT enforcement campaign to report results of the enforcement efforts.
- Child passenger safety (CPS) educational materials have been developed in Arabic and Spanish.

6B. CHALLENGES

- There are few statewide campaigns that work to increase seat belt use among specific audiences such as teens, pre-teens, pickup truck drivers, back seat passengers, rural motorists, and children of booster seat age.
- Communication efforts are primarily limited to the May CIOT seat belt enforcement period.
- The OHSP has limited sustained presence online and within social marketing sites, which may limit contact with the target audience of males ages 18-34.
- Social media sites (e.g. Facebook and Twitter) managed through partnering agencies do not readily provide information on seat belt and child restraint use and include limited information regarding occupant protection usage and the state's occupant protection laws.
- News media does not regularly report seat belt use or non-use when covering traffic crashes.
- There is limited effort to educate non-driving vehicle occupant passengers through the use of social norming or positive community norming messages to reach vehicle occupant passengers and drivers.
- Materials focus primarily on the law and don't adequately promote reasons behind CPS best practice recommendations.
- Although the OHSP YouTube channel includes a large number of occupant protection related videos which can be easily linked to partners' social media outlets, the YouTube channel is difficult to locate.
- There are significant delays in releasing post-mobilization press releases, resulting in dated information.

6C. RECOMMENDATIONS

- **Develop an occupant protection communication plan that includes year-round messaging that targets at-risk populations, uses a variety of media, and includes an earned media component.**
- Redesign the annual attitudinal and behavioral survey to include campaign themes. This will help measure branding of existing and new messaging, public support of a seat belt law for all seating positions, and gather increased responses from the younger demographic.

- **Increase the OHSP’s presence online and on social media sites, such as Facebook, Twitter and Instagram, to ensure that residents and visitors to the state are reached with the occupant protection message.**
- Implement non-traditional media and guerilla marketing strategies to strengthen future campaigns, add a more creative element to long-standing messages, and ensure the target audience is reached.
- Coordinate partnering agencies to update websites with current and relevant information on all occupant protection issues, including the state’s seat belt law as it applies to both child passengers and adults. Provide partners with sample posts for use on their agencies’ Twitter, Facebook and other social media outlets.
- Strengthen relationships with key media and traffic reporters and pitch fresh stories and creative media events to draw more attention to the issue of occupant protection. Ensure news stories about crashes indicate whether the occupants were belted or unbelted.
- Train law enforcement and other first responders on media relations that focus on traffic safety messaging and occupant protection.
- Expand the “Saved by the Belt” program or other activity that helps increase public recognition of the importance of seat belts and child safety seats as life-saving devices.
- Expand the production and distribution of campaign materials such as posters, fliers, and table tents that could be placed in middle and high schools, colleges/universities, law enforcement lobbies, truck stops, gas stations, theaters, libraries, major employer cafeterias, work areas, and other public places.
- **Allow the OHSP to release press releases autonomously.**

7. DATA AND EVALUATION

GUIDELINE:

Each State should access and analyze reliable data sources for problem identification and program planning. Each State should conduct several different types of evaluation to effectively measure progress and to plan and implement new program strategies. Program management should:

- *Conduct and publicize at least one statewide observational survey of seat belt and child safety seat use annually, making every effort to ensure that it meets current, applicable Federal guidelines;*
- *Maintain trend data on child safety seat use, seat belt use and air bag deployment in fatal crashes;*
- *Identify high-risk populations through observational usage surveys and crash statistics;*
- *Conduct and publicize statewide surveys of public knowledge and attitudes about occupant protection laws and systems;*
- *Obtain monthly or quarterly data from law enforcement agencies on the number of seat belt and child passenger safety citations and convictions;*
- *Evaluate the use of program resources and the effectiveness of existing general communication as well as special/high-risk population education programs;*
- *Obtain data on morbidity, as well as the estimated cost of crashes, and determine the relation of injury to seat belt use and non-use;*
- *Ensure that evaluation results are an integral part of new program planning and problem identification.*

7A. STRENGTHS

- The Michigan Office of Highway Safety Planning (OHSP) makes extensive use of traffic crash data analyses in the development of goals and strategies and identification of target populations for the *Strategic Highway Safety Plan* and *Highway Safety Plan*, including the occupant protection components of these plans.
- The OHSP reviews a variety of data from numerous sources to evaluate progress in occupant protection. These include observational surveys (seat belt and child restraint device), phone surveys, citations (seat belt and child seat), and crash reports (fatalities of unrestrained occupants).
- Michigan has conducted an annual seat belt survey since 1983.
- During May and June 2013, Wayne State University's Transportation Research Group completed the first state seat belt use observation survey under new federal guidelines. This survey included factors for vehicle type and use, day of the week and time of day, plus gender, age, and race of each observed driver and front seat passenger.

- A survey of child restraint/booster seat use is conducted every two years. This survey is comprised of two components to determine both use rates and misuse rates. Use rates are determined by direct observation; misuse rates and level of severity of misuse are determined by visual and hands-on inspection.
- Crash and observational data have identified target audiences for occupant protection. These audiences include males, younger occupants (ages 0-15), and those in pickup trucks. “In general, belt use was also lower among African Americans and occupants of ‘other’ [other than Caucasian] races.” (2013 *Post-Click It or Ticket Direct Observation Survey of Safety Belt Use*, September 2013) According to the 2013 *Direct Observation Survey of Child Restraint/Booster Seat Use* (September 2013), which surveyed children ages zero to seven, children ages four to seven years old were identified as having a much lower appropriate use of a child restraint device than children ages zero to three (42 percent versus 93.6 percent). The zero to three-year-old age group, however, had a much higher misuse rate (86.4 percent versus 47.9 percent).
- Local child passenger safety (CPS) programs use a variety of methods to evaluate their activities. These methods consist of both administrative evaluation, measuring factors such as car seats distributed and technicians trained, and impact evaluation with the completion of pre- and post- surveys for recipients of training and education.
- After OHSP grant-funded classes, CPS Technician training reports are submitted to the OHSP to verify and evaluate technician training.
- Driver attitudes and beliefs are measured in both an “omnibus” survey and pre- and post-mobilization campaign surveys. These surveys track attitudes and beliefs regarding seat belt use plus awareness of enforcement and media messaging.
- Approximately 94 percent of all crashes reported are reported electronically to the Criminal Justice Information Center (CJIC) of the Michigan State Police. From the traffic crash reports, CJIC, in conjunction with OHSP and the University of Michigan Traffic Institute, annually publishes a comprehensive compilation of traffic crashes entitled *Michigan Traffic Crash Facts*. This report includes a section specifically dedicated to crash analyses related to occupant protection.
- The annual Michigan Traffic Safety Summit provides a forum to provide data and evaluation information to traffic safety professionals. The most recent 2014 Summit included a discussion session on the contents and use of the Fatality Analysis Reporting System, the Traffic Crash Reporting System, and the Michigan Traffic Crash Facts (MTCF) website.
- The MTCF website provides comprehensive traffic crash data and reports. Honored as the Best Traffic Records Web Page in 2012, the site includes a data query tool, mapping, table creation, geographic views, and crash report retrieval. A new fact sheet for seat belt use was recently developed from 2012 crash data.

- An active Traffic Records Coordinating Committee (TRCC) enjoys strong leadership from its Executive Committee. The Executive Committee is comprised of representatives from the Michigan Departments of State Police, State, Transportation, Community Health, State Courts Administration Office and the OHSP. The current chair of the TRCC is the director of the OHSP.
- Improvements have been made in traffic records databases and systems. A traffic records system “roadmap” has been developed. The Department of Technology, Management, and Budget has been funded to implement the modernization of the Traffic Crash Reporting System.
- Revisions to the Traffic Crash Report (UD-10) increased compliance with Model Minimum Uniform Crash Criteria (MMUCC) data elements from 69 to 82 percent and the number of data attributes collected from 54 to 67 percent. Continued improvement in the UD-10 is expected by FY 2016. The OHSP provided seed money to establish a position of crash report trainer within the Michigan State Police.
- The *Annual Evaluation Report* (AER) provides a comprehensive administrative evaluation of the State’s traffic safety program. This report includes highlights of accomplishments plus a listing of all projects, including occupant protection projects, with planned budgets and expenditures.
- Western Michigan University has begun work on an enforcement evaluation project to analyze crash data county-wide by grantee. This project will start with 2013 data. The evaluation plan for this project was not yet available at the time of this assessment.
- The University of Michigan Traffic Research Institute completed a report of *Societal Costs of Traffic Crashes and Crime in Michigan: 2011 Update*. Analysis included cost comparisons of unrestrained versus restrained victims, finding that the average unrestrained injury-crash victim cost was \$299,042 compared to \$76,162 for a restrained victim.
- A *Commercial Motor Vehicle (CMV) Direct Observation Survey of Safety Belt Use* (September 2012) was completed for drivers and passengers with observations conducted in May, June, and July of 2012. Based on survey results, the following potential targets were identified:
 - local fleets and CMVs under individual ownership, as well as single unit type CMVs, specifically truck types related to construction activities such as concrete mixers, dump trucks, and gravel, and
 - CMVs traveling in the Upper Peninsula as the stratum comprised of Upper Peninsula counties (stratum 5) had a significantly lower seat belt usage rate than the other stratum.

- The OHSP initiated a multi-year program to develop and implement traffic enforcement performance standards. The standards established will be used to evaluate projects to help determine those to be funded.
- Traffic crash information and occupant protection use rates are provided to the media through press releases. This data, as well as focus group results, are also provided to the OHSP-contracted ad agency for consideration in the development of creative for media campaigns.

7B. CHALLENGES

- There is no observation survey conducted for children over the age of eight, though Michigan law requires occupant protection for children through age 15.
- The stratum-based, state-level, seat belt observational survey provides a state rate and reliable use rates per stratum. However, the counties within a stratum are, for the most part, not contiguous. Therefore, this approach does not identify regional or county use rates.
- It does not appear that any local observational surveys are conducted. Local surveys could provide an evaluation tool plus encourage local ownership of the occupant protection issue. Training and procedures to conduct local surveys are not available.
- The Michigan Youth Risk Behavior Survey (YRBS) conducted by the Department of Education is part of a nationwide surveying effort to monitor students' health risks and behaviors. The survey is conducted every two years. High response rates allow results of the Michigan YRBS to be generalized to all Michigan students in grades 9-12. The most recently published YRBS (2011) indicates age, grade, and ethnic differences in the percent of students who never/rarely wore a seat belt when riding in a car driven by someone else. Results from this survey are not currently considered in traffic safety program planning or evaluation.
- The Michigan Behavioral Risk Factor Surveillance System (MiBRFSS) is composed of annual, state-level telephone surveys of Michigan residents, ages 18 years and older. The survey provides trend data on various health-related behaviors. The *2012 Behavioral Risk Factors Survey* reports seat belt use and drinking and driving by demographic factors including age, gender, race/ethnicity, household income, health insurance, and disability. Results from this survey are not currently considered in traffic safety program planning or evaluation.
- Occupant protection citation data is collected by the OHSP only from grant-funded activities. The number of total citations is available at the state level but is not readily available per agency. Therefore, the total level of occupant protection enforcement by a law enforcement agency is generally unknown.

- Child passenger safety programs do not conduct a uniform or consistent evaluation, nor are evaluation methods or results shared among programs or with the OHSP.
- According to the 2013 AER, the Traffic Crash Report is still considered “significantly out of date” in conforming to the standards established in the Model Minimum Uniform Crash Criteria (MMUCC).
- Coding for the UD-10 does not differentiate among the following child restraint categories: not used, not available, or improper.
- Michigan is the last state to establish a comprehensive state trauma system. There is currently a patchwork system in place with inadequate collection of trauma data statewide. A bill was introduced in the current legislative session that would have provided funding for a state trauma system; but, at the time of this assessment, funding had been stripped out of the pending bill.
- There is currently no way to link traffic systems and records, impairing the ability to share information among agencies, identify problems, determine costs, and make well-informed decisions.
- OHSP program management staff members have access to training and educational opportunities, but not all have attended evaluation training. Program evaluation training specifically for traffic safety is available from the Transportation Safety Institute in Oklahoma City, but this is not easily accessed.
- In 2012, 239 courts (98 percent of all Michigan trial courts) contributed records on a weekly basis to the State Court Administrative Office Judicial Data Warehouse, a central electronic repository for court records. For 2013, a total of 57,299 seat belt violations and 3,984 child restraint violations were reported. In Court Caseload Reports, data regarding adjudication of occupant restraint violations are aggregated with all other traffic civil infractions. Therefore, disposition of these violations, including the extent to which fines for child restraint violations are waived, is unknown except for anecdotal information or data that might be available within each court.
- The percent of crash reports being submitted with seat belt and helmet use categorized as “unknown” has increased for the last three years, from 8.9 percent in 2011, 9.57 percent in 2012, and 11.11 percent in 2013. Increasing “unknowns” will make it increasingly difficult to pinpoint problem areas in the State and to identify target audiences.

7C. RECOMMENDATIONS

- **Expand the biennial observational survey of occupant protection for children to include children through age 15 to coincide with Michigan law.**

- **Establish regional and/or county-level valid seat belt use rates in select areas which are currently being surveyed by expanding the existing seat belt observation survey.**
- Provide training, procedures and technical assistance to support local entities so they are able to conduct their own surveys in high priority areas of the State.
- Incorporate results of the Michigan Youth Risk Behavior Survey (YRBS) in occupant protection program planning and evaluation.
- Incorporate results of the Michigan Behavioral Risk Factor Surveillance System (MiBRFSS) in occupant protection planning and evaluation.
- Collect and analyze occupant protection citation data from non-grant-funded law enforcement agencies and from grant-funded agencies outside the funded periods.
- Develop and encourage the use of best practices in child passenger safety evaluation by sharing evaluation methodologies and results among child passenger safety partners.
- Continue the update to the Traffic Crash Report, including a code modification to create separate data elements for child restraint not used, not available, and improper use.
- **Implement a comprehensive state trauma system that collects trauma data from all hospitals and is conducive to linking with other state records systems.**
- Continue Traffic Records Coordinating Committee projects and activities to link traffic records databases and systems.
- Train all program or project managers who have responsibility for components of the occupant protection program in basic data analyses and program evaluation.
- Conduct an analysis of the disposition of seat belt and child restraint violations, at least in identified high priority areas, and use this information in program development and evaluation.
- **Enhance crash report training to emphasize the need for law enforcement to correctly indicate occupant protection in every crash report.**

ASSESSMENT SCHEDULE

<i>Speakers noted in italics provided responses via the questionnaire and were not present to speak.</i>						
Date	Time	Subject Area	Presenters	Agency	Topic	
Sunday, May 11	5-7 p.m.	Evening meeting	Assessment team and Office of Highway Safety Planning (OHSP) staff			
Monday, May 12	8-9:30 a.m.	Introduction/Program Management	Jason Hamblen	OHSP	Program Management Overview	
			Alyson Kechkaylo	OHSP	Occupant Protection Overview	
			Pat Eliason	OHSP	Occupant Protection Overview	
			Prabha Narayanaswamy	University of Michigan Transportation Research Institute (UMTRI)	Overview of Data	
	9:30-9:45 a.m.	Break				
	9:45- 11:30 a.m.	Legislation, Regulation, Policy	Sgt. Dwayne Gill	Michigan State Police	State of legislation	
			Mike Milroy, Magistrate	Kent County	CPS and belt ticket adjudication	
			Alicia Sledge	OHSP	Data collection and linkage	
	11:30 a.m. - 12:30 p.m. Lunch					
	12:30-2:30 p.m.	Communications	Anne Readett	OHSP	Paid and earned media	
			Lynn Sutfin	OHSP	Materials	
	2:30-2:45 p.m. Break					
	2:45- 4:30 p.m.	Data and Evaluation (Part 1)	Lynn Sutfin	OHSP	Omnibus survey	
			Peter Savolainen	Wayne State	Observation studies	
Valerian Kwigizile			Western Michigan	Citation project		
Tuesday, May 13	8- 9 a.m.	Child Passenger Safety/Community Partners	Diane Curry	St. Ignace P.D.	KARS (Upper Peninsula Child Passenger Safety)	

	9-9:15 a.m.	Break			
	9:15-11:30 a.m.	Child Passenger Safety/Community Partners	Jennifer Hoekstra	Helen Devos Children's Hospital/Safe Kids Grand Rapids	Hospital-based CPS/Safe Kids efforts
Jennifer Shea			C.S. Mott Children's Hospital	Hospital-based CPS/Safe Kids efforts/Military CPS	
Joann Moss			Children's Hospital of Michigan	Hospital-based CPS/Safe Kids efforts/Minority outreach	
	11:30 a.m.-12:30 p.m.	Lunch			
	12:30- 2:30 p.m.	Child Passenger Safety/Community Partners	Laura Rowen	Safe Kids Michigan	Safe Kids statewide
Jennifer Ritter			Safe Kids North Shore/Munson Hospital/MSU Extension	School-based CPS programs	
Mary Boyer Proctor			Safe Kids Branch, St. Joe, Hillsdale	Safe Kids and minority outreach	
Sgt. Jim Campbell			Michigan State Police	CPS enforcement (can also speak as reconstructionist)	
Fred Doelker			Dean Transportation	OP for busses and special needs	
	2:30- 2:45 p.m.	Break			
	2:45-4:30 p.m.	Report Writing			
Wednesday, May 14	8- 10 a.m.	Enforcement	Pat Eliason	OHSP	SHSO Enforcement overview
			Jamie Dolan	OHSP	SHSO Enforcement overview- U.P.
			Mike Harris	OHSP	Zone training, LEL support
			Eileen Weiss	TIA	Grant management
			Lt. Robert Kirk	Van Buren	Grant

			County	management
		<i>Sgt. Jill Bennett</i>	<i>Michigan State Police</i>	<i>Traffic services role in OP</i>
10- 10:15 a.m.	Break			
10:15- 12:30 p.m.	Enforcement	<i>Sgt. Jason Wickstrom</i>	<i>Michigan State Police</i>	<i>Enforcement efforts- MSP (UP)</i>
		<i>Undersheriff Mike Bitmar</i>	<i>Chippewa County</i>	<i>Enforcement efforts- County (UP)</i>
		<i>Sgt. Mark Easterly</i>	<i>Wyoming Police</i>	<i>Enforcement efforts- Local</i>
		<i>Det. Kenneth Pelland</i>	<i>Grosse Ile Police</i>	<i>Enforcement efforts- Local and Kinematics training</i>
		<i>Sgt. Ryan Grim</i>	<i>Marquette City Police Department</i>	<i>Enforcement efforts- Local (UP)</i>
12:30- 1:30 p.m.	Lunch			
1:30- 2:45 p.m.	Report Writing			
2:45-4:30 p.m.	Data and Evaluation (Part 2)	<i>Dr. Stewart Wang</i>	<i>International Center for Automotive Medicine (ICAM)</i>	<i>Research efforts and work of ICAM</i>
		<i>Dr. Michelle Macy</i>	<i>C.S. Mott Children's Hospital</i>	<i>Medical research on children in crashes</i>
4:30- 5 p.m.	Executive Summary	<i>Michael Prince</i>	<i>OHSP</i>	<i>SHSO Director</i>
<i>Telephone interview</i>	Law Enforcement	<i>Captain John Halpin</i>	<i>Michigan State Police</i>	<i>8th District Commander</i>
Thursday, May 15	ALL DAY	Report writing		
Friday, May 16	8:30- 10:30	Report out to SHSO	Assessment Team, OHSP Staff	

TEAM CREDENTIALS

Susan N. Bryant, M.A., M.B.A.
831 Clark Street
Iowa City, IA 52240
leaderservices@yahoo.com

Susan (Sue) Bryant is currently a consultant for a small firm of which she is the principal. After almost thirty years of state employment, she retired as the director of the public transportation division of the Texas Department of Transportation (TxDOT). The public transportation division had 180 employees and an approximately \$150 million budget of federal and state grant programs for rural and small urban transportation systems, the state's medical transportation program, and public transportation planning. Prior to becoming division director, she served for over ten years as the director of the Texas traffic safety program.

During her career with TxDOT, she held the position of state traffic safety director, assistant to the deputy director for field operations, and highway safety planner and traffic safety program manager. She served as secretary and member of the board of the National Association of Governors' Highway Safety Representatives (now Governors Highway Safety Association) and member of the law enforcement committee for the Transportation Research Board.

She facilitated the strategic planning process for the Governors Highway Safety Association (GHSA) and completed a "How to Manual" for occupant protection for children for GHSA. She headed a project in Texas to conduct community assessments and develop local strategic plans for underage drinking prevention. In addition, she served as community liaison for the Travis County Alliance for a Safe Community, an underage drinking prevention coalition based in Austin. She has served on highway safety program assessment teams for Alaska, California, Colorado (2), Florida (2), Georgia, Idaho, Illinois, Kentucky, Maine (2), Maryland, Massachusetts, Montana (3), Missouri (2), North Dakota, Oklahoma, South Carolina, South Dakota, Vermont, and Wyoming. She served on the team to update the impaired driving assessment tool and was also on the team to develop assessment team training. She is currently project director for a leadership in impaired driving project for the National Highway Traffic Safety Administration.

For seven years, she served as a member and then chair of the City of Rollingwood, Texas, Planning and Zoning Commission. She served as chair of the City's Utility Commission and as director with the Rollingwood Community Development Corporation. She now serves as President of the Johnson County (Iowa) Dog Park Action Committee, a 501c3 corporation.

She has taught high school and adults, consulted for the media in major television markets, and taught management to state and local officials. She has been named to "Who's Who of American Women," has received the national Award for Public Service from the U.S. Department of Transportation, and is a two-time recipient of the American Association of State Highway and Transportation Officials (AASHTO) President's Modal Award for Highway Safety. She is also a graduate of Leadership Texas.

A Phi Beta Kappa graduate with Highest Honors in English from the University of Iowa, she holds a master's degree in communication from the University of Iowa and a master's degree in business administration from the University of Texas at Austin.

Lisa Losness
Program Manager
Office of Highway Safety
Idaho Transportation Department
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Lisa Losness has been with the Idaho Transportation Department's Office of Highway Safety for over 6 years. She is currently a Program Manager of the Strategic Highway Safety Plan, Idaho Highway Safety Coalition and Law Enforcement Liaison Programs. Much of Lisa's work includes partnering with public and private entities to achieve the common safety goal of "Toward Zero Deaths" on Idaho's roads.

Lisa's background includes experience in grant administration, strategic planning and event coordination. Her experience with the planning and coordination included managing the communication, outreach and education efforts of the programs under her responsibility.

Before joining the Office of Highway Safety, Lisa worked with the Associated General Contractors of Idaho where she developed and managed a FHWA grant program for pre-apprentice highway training.

Lisa was born and raised in Montana and is a graduate of the College of St. Benedict in Minnesota. Lisa, her husband of 24 years, and three children have been in Idaho for over 20 years and love it. When not busy with work Lisa and her family enjoy the drag races, swim team, baseball, school plays and concerts, and the occasional camping trip.

Carol Meidinger
9950 Highway 10
Bismarck, ND 58501
carolm@bektel.com

Carol Meidinger is a child passenger safety consultant and certified instructor from North Dakota. She has been involved in child passenger safety for over 30 years. From 1985 through 2005, Carol was the director of the Injury Prevention Program in the North Dakota Department of Health. Within the Injury Prevention Program, Carol coordinated a statewide child passenger safety program that involved grants administration, public information and education, training and technical assistance, advocacy, car seat distribution, and public policy development and implementation.

Carol has served on several national task forces and committees, including NHTSA's "Patterns for Life" team, GHSA's Child Occupant Protection Committee, and the Safe Kids State Coordinator Task Force. Over her career, Carol has been recognized for her work in injury prevention with awards from the North Dakota Public Health Association, National Healthy Mothers, Healthy Babies Coalition, American Public Health Association, Aberdeen Area Indian Health Service, National Governor's Highway Safety Association (Peter O'Rourke Award), North Dakota Medical Association and the National Highway Traffic Administration (Public Service Award).

Although retired from her position in the North Dakota Department of Health, Carol remains active in the injury prevention field and is a member of the North Dakota Child Fatality Review Panel, the Bismarck-Mandan Safety Council and the North Dakota Child Passenger Safety Advisory Committee. Carol currently holds an Advocate position on the National Child Passenger Safety Board.

Spencer R. Moore
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SMoore3@dds.ga.gov

Experience:

- Deputy Commissioner ***Georgia Department of Driver Services, 2012-Pesent***
- Accountability for the daily operations of the Licensing and Records Division (66 DMV locations), Finance Division, IT Division, and the Regulatory Compliance Division, as well as the Facilities group.
 - Develops the agency's human resources strategy and organizational design, ensuring that it is integral to the agency's overall business strategy.
 - Responsible for the maintaining and adherence to agency policies and procedures
 - Leads the department in enhancing and expanding the use of technology to create efficiencies and developing other cost saving initiatives.
 - Directs the agency talent management strategy to create and foster an atmosphere where staff at all levels are properly aligned (talent and responsibilities) and motivated to continue learning, growing, and improving performance
- Deputy Director ***Governor's Office of Highway Safety, 1998-2012***
- Deputy Director (2007-2012)
 - Division Direction (2002-2007)
 - Planner (1998-2002)
- Senior Parole Officer ***Georgia Board of Pardons & Paroles, 1997-1998***
- Co-leader of the South Metro Atlanta Fugitive Arrest Team
- Law Clerk ***McLendon & Smith Attorneys at Law, 1994-1997***
- Research case law for court cases, drafted motion and other legal works
 - Interview Clients and Witnesses for prospective cases
 - Assisted in courtroom procedures as well as depositions

Education and Training:

Bachelor of Art	Morehouse College, 1996
Master of Business Administration	University of Phoenix, 2005
Executive Leadership Program	Georgia Leadership Institute, 2007 & 2010

Professional Affiliations/Awards:

- Mother's Against Drunk Driving (MADD) , Community Champion Award, 2007
- Mother's Against Drunk Driving (MADD), Golden Achievement Award, 2012
- Highway Safety Champion Award, 2013
- Member, International Association of Chiefs of Police (IACP)
- Member, National Organization of Black Law Enforcement (Noble)
- Member, Georgia MADD Advisory Board

- Member, Dublin-Laurens Teen Court Board
- Lecturer, National Lifesavers Conference
- Lecturer, Governor's Highway Safety Association Annual Conference
- Instructor/Facilitator, National Highway Traffic Safety Administration
- P.O.S.T. Certified Law Enforcement Officer

Chief Robert Ticer
Avon Police Department
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rticer@avon.org

Robert Ticer is a 24-year veteran law enforcement officer and is currently the Chief of Police in Avon, CO. Prior to his appointment as Chief, he completed 20 years of service with the Arizona Department of Public Safety (DPS), where he retired at the rank of Commander. Chief Ticer completed assignments in the Highway Patrol Division, Media Relations Office, Director's Office, and Criminal Investigations Division. In 2003, Robert completed a one-year assignment at the National Highway Traffic Safety Administration (NHTSA) in Washington, D. C. where he researched Law Enforcement Older Driver Programs and provided valuable expertise in the areas of Standardized Field Sobriety Testing, Drug Recognition, and Law Enforcement Phlebotomy.

Robert has published traffic safety research in The Police Chief, National Sheriff's Association Sheriff Magazine, and the American Bar Association Senior Lawyers Division Publication.

Robert holds a Bachelor of Science Degree and a Master's of Education Degree from Northern Arizona University, and is a past Adjunct Faculty Member at South Mountain Community College and the University of Phoenix. Robert is a graduate of the Northwestern University School of Police Staff and Command and the FBI National Academy. The Chief chairs the Colorado Interagency Task Force on Drunk Driving and is a member of the IACP Highway Safety Committee where he chairs the Technical Advisory Panel (TAP) to the Drug Evaluation and Classification Program. Robert is the current President of the Colorado Association of Chiefs of Police.