

Department of Legislative Services
 Maryland General Assembly
 2013 Session

FISCAL AND POLICY NOTE

House Bill 36 (Delegates Wilson and Arora)
 Environmental Matters

Vehicle Laws - Seat Belts and Child Safety Seats

This bill expands, to all the occupants of specified motor vehicles, the required use of either child safety seats or seat belts, as appropriate. A person may not operate a motor vehicle unless the driver and each occupant are restrained by a seat belt or child safety seat, as appropriate. Thus, a person who is age 16 or older may not be a passenger in a motor vehicle unless he or she is restrained by a seat belt used in accordance with the vehicle manufacturer’s instructions. The bill increases the fine for noncompliance from \$25 to a maximum of \$75. For violations of the mandatory seat belt requirement, the bill repeals the provision that court costs are included in the fine. Accordingly, a person who violates the mandatory seat belt law must pay court costs in addition to a fine of up to \$75.

Fiscal Summary

State Effect: General fund revenues increase by at least \$4.0 million in FY 2014 due to the increased penalty for those who violate child restraint and mandatory seat belt provisions and the requirement to pay court costs for those who violate mandatory seat belt provisions. Special fund revenues increase by at least \$0.6 million in FY 2014 due to additional revenues generated from court costs and distributed to the Volunteer Company Assistance Fund (VCAF), Maryland Emergency Medical Systems Operating Fund (MEMSOF), and the Criminal Injuries Compensation Fund (CICF). Out-years reflect annualization and assume that the maximum fine is levied as well as no changes in number of citations issued, fees assessed, or fund distribution. Enforcement can be handled with existing resources.

(\$ in millions)	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
GF Revenue	\$4.0	\$5.3	\$5.3	\$5.3	\$5.3
SF Revenue	\$.6	\$.7	\$.7	\$.7	\$.7
Expenditure	0	0	0	0	0
Net Effect	\$4.5	\$6.1	\$6.1	\$6.1	\$6.1

Note:() = decrease; GF = general funds; FF = federal funds; SF = special funds; - = indeterminate effect

Local Effect: Enforcement can be handled with existing resources.

Small Business Effect: Potential minimal.

Analysis

Bill Summary: The bill also sets forth a more specific definition of “seat belt.” In addition to a belt, strap, or harness, a “seat belt” also means a combination seat belt-shoulder harness and includes all necessary buckles, fasteners, hardware, and components that are designed to secure a person in a motor vehicle to mitigate the effects of a crash and that meet federal motor vehicle safety standards in effect at the time the vehicle was manufactured. The bill further prohibits, in connection with operation of a motor vehicle, the sale or offering for sale of a strap, harness, or similar device that is not a seat belt but is intended to secure a vehicle occupant, unless it meets federal motor vehicle safety standards.

The bill (1) expands the requirement for seat belt equipment to *at least* two sets for the front seat of every motor vehicle registered in Maryland that was manufactured and assembled after June 1, 1964, and *at least* two sets for the rear seat of every motor vehicle registered in Maryland that was manufactured and assembled with a rear seat after June 1, 1969; (2) repeals the exemption that allows the number of children being transported in a motor vehicle to exceed the number of available passenger-securing locations; and (3) repeals provisions that limit the restraint requirement to the driver, each occupant younger than age 16, and any passenger in an outboard front seat, regardless of age.

Current Law:

Court Costs: State law requires that, except as otherwise provided, in every traffic case, court costs of \$22.50 must be assessed, whether the driver decides to prepay the penalty and avoid a trial or decides to request a trial. In addition to the \$22.50 assessment, a surcharge of \$7.50 is added to help fund emergency medical and rescue services. An additional \$3.00 surcharge is attached to every criminal case processed by the District Court, including traffic cases, to fund compensation and services for victims of crime.

Appropriate Restraint Required for All Vehicle Occupants when Driver Has a Provisional License: Notwithstanding the licensee’s driving record, the Motor Vehicle Administration (MVA) is required to impose a restriction on the provisional driver’s license that prohibits that driver from operating a motor vehicle unless the driver and each passenger in the motor vehicle are restrained by a seat belt or child safety seat, as

appropriate. The mandate does not apply to an individual who has a written statement from a physician certifying that the use of a child safety seat or seat belt is not practical due to physical disability or other medical reason. The restriction expires when the provisional license holder becomes age 18.

Vehicle Restraint Equipment: A “child safety seat” does not mean a seat belt but is a device, including a child booster seat, that the manufacturer certifies complies with applicable federal safety standards and is intended to restrain, seat, or position a child who is transported in a motor vehicle. A “seat belt” is any belt, strap, harness, or similar device and includes a combination seat belt-shoulder harness.

Every motor vehicle registered in Maryland and manufactured and assembled after June 1, 1964, must be equipped with two sets of seat belts on the front seat. Every motor vehicle registered in Maryland and manufactured or assembled with a rear seat after June 1, 1969, must have two sets of seat belts on the rear seat. This provision does not apply to motorcycles, buses, trucks, or taxicabs. Failure to have the required front and/or rear seat belts in a registered motor vehicle is a misdemeanor with a maximum fine of \$500. The prepayment penalty assessed by the District Court is \$70.

Required Restraints for Children: The mandatory use of child safety seats applies to the transportation of all children younger than age eight, unless the child is 4 feet 9 inches or taller. The requirement applies to passenger, truck, or multipurpose vehicles that are registered or capable of being registered in Maryland or registered in another state or Puerto Rico that are of the same type.

A person is prohibited from transporting a child younger than age 16 in a motor vehicle unless the child is secured in a child safety seat (in accordance with the manufacturer’s instructions) or a seat belt. A particular child may be exempted from the child safety seat or seat belt requirement if a physician who is licensed in the state where the vehicle transporting the child is registered provides written certification that use of a child safety seat by that particular child would be impractical due to the child’s height, weight, physical unfitness, or other medical reason.

A child safety seat may not be used to restrain more than one individual at a time. However, if the number of children subject to this law exceeds the number of suitable passenger-securing locations for children and all of the securing locations are in use by children, then the person transporting the children is not in violation of the mandate.

A violation of the mandatory use of a child safety seat or seat belt for children is not evidence of negligence or contributory negligence and may not be admitted as evidence in any civil trial. It is also not a moving violation for which points may be assessed. The failure to provide a child safety seat or seat belt for more than one child in the same vehicle at the same time has to be treated as a single violation. A violator of these

provisions is subject to a fine of \$25. The prepayment penalty assessed by the District Court is \$58, which also includes court costs.

A judge may waive the \$25 fine if the person charged did not possess a child safety seat at the time of the violation, acquires a child safety seat before the hearing date, and provides proof of acquisition to the court. The Maryland Department of Transportation and the Department of Health and Mental Hygiene have to jointly implement the Child Safety Seat Program and encourage compliance through educational and promotional efforts.

Seat Belts and Other Restraint Requirements: For purposes of the seat belt requirement, “motor vehicle” means a vehicle that is registered or capable of being registered in this State as a passenger vehicle, a truck, tractor, multipurpose, or passenger bus vehicle and is required to have seat belts under federal motor vehicle safety standards. Historic vehicles are not subject to the mandatory seat belt requirement.

A person may not operate a motor vehicle unless the person and each occupant younger than age 16 are restrained by a seat belt or a child safety seat, as specified. A person who is age 16 or older may not be a passenger in the outboard front seat of a motor vehicle unless restrained by a seat belt. A person who violates these provisions is subject to a maximum fine of \$25, which includes court costs.

The mandatory seat belt provisions do not apply to a person if a Maryland licensed physician determines and certifies in writing that the person’s disability or another medical reason prevents appropriate restraint by a seat belt. The certification must state the nature of the physical disability and the reason that restraint by a seat belt is inappropriate. The mandatory seat belt provisions also do not apply to U.S. Postal Service and contract carriers while delivering mail to local box routes. A violation is not a moving violation nor may it be considered evidence of negligence or contributory negligence.

MVA and the Department of State Police must establish prevention and education programs to encourage compliance. MVA must include information on the State’s experience with seat belt compliance in the annual evaluation report on the State’s highway safety plan that is submitted to the National Highway Traffic Safety Administration (NHTSA) and the Federal Highway Administration.

Background: According to the Governors Highway Safety Association (GHSA), 49 states and the District of Columbia mandate the use of seat belts. The District of Columbia and 32 states, including Maryland, Delaware, and New Jersey, require primary enforcement of seat belt laws. The remaining 17 states, including Pennsylvania and Virginia, require secondary enforcement only. New Hampshire is the only state that does

not mandate use of seat belts for adults in motor vehicles. New Hampshire does, however, have a child passenger safety law that covers children younger than age 18 and is subject to primary enforcement.

According to NHTSA, seat belt use in Maryland was surveyed to be 94.2% in 2011, among the highest in the nation. In 2011, 287 passenger vehicle occupant fatalities were documented. Data reported to NHTSA from the State Highway Administration (SHA) found that, in traffic accidents with fatalities involving passenger occupants age five and older, about 49% of occupants were identified as unbelted at the time of a crash. NHTSA estimates that an additional 26 lives could have been saved in 2011 with 100% seat belt use by all vehicle occupants.

A majority of states (32, including Maryland, Delaware, Virginia, and Pennsylvania) impose a fine of \$25 or less for violation of their seat belt laws. In some states, the addition of court and other administrative fees can increase the amount to be paid greatly. For example, in California, the seat belt violation fine is \$25, but a violator must also pay \$122 in court fees in addition to the fine. In Minnesota, a violator must pay \$75 in court fees in addition to the \$25 fine.

Ten states (Florida, Maine, Missouri, New Jersey, North Carolina, New York, Ohio, Tennessee, Texas, and Utah) and the District of Columbia impose fines between \$25 and \$50. In North Carolina, a violator pays a fine of \$25.50 but must also pay an additional \$135.50 for court and administrative fees. Five states (Colorado, Connecticut, Hawaii, Kansas, and Rhode Island) impose a fine of between \$50 and \$100 for a violation. Two states (Oregon and Washington) impose fines greater than \$100.

All 50 states and the District of Columbia mandate the use of child safety seats for infants and other children fitting certain criteria, according to GHSA. Forty-eight states and the District of Columbia (Florida and South Dakota are the exceptions) require booster seats or another appropriate device to restrain children in motor vehicles who have outgrown child safety seats but are still too small to safely use a seat belt.

According to NHTSA, motor vehicle crashes are the leading cause of death for children age 4 and ages 11 to 14, based on 2009 figures, which are the latest mortality data available. In the United States, there were 1,210 traffic fatalities among children ages 14 and younger during 2010. In Maryland, NHTSA documented 12 traffic fatalities during the same period for children ages 3 to 14.

In 2010, 4,960 passenger vehicle occupants ages 14 and younger were involved in fatal crashes in the United States. Among those children who were fatally injured, 41% were unrestrained. NHTSA research indicates that correct use of child safety seats reduces fatal injuries by 71% for infants and 54% for toddlers. Among children younger than age

five in passenger vehicles, an estimated 303 lives were saved in 2010 by the use of child safety and booster seat devices.

A goal of the *Maryland Strategic Highway Safety Plan, 2011-2015* is to increase seat belt use to 96.7% or greater by 2015. SHA also plans to continue an incentive/recognition program for law enforcement efforts, the targeting of pick-up truck drivers and passengers, continuation of high-visibility enforcement efforts, more paid media in highly populated metropolitan areas, the use of focus groups to improve compliance, and additional outreach to teens.

State Revenues: Total revenues increase by approximately \$4.5 million in fiscal 2014, given the bill's October 1, 2013 effective date, and by almost \$6.1 million annually thereafter. About 88% of the revenue increase is directed to the general fund, and the balance goes to various special funds as discussed below. The revenue estimate is based on the following assumptions:

- the estimate for mandatory seat belt citations subject to court costs is based on a two-year average of citations prepaid to the District Court and totals 53,199 citations in fiscal 2014 and 70,932 citations in out-years;
- of the \$33.00 in court costs, \$22.50 is allocated to the general fund; \$7.50 is allocated to VCAF until VCAF accumulates \$20 million, then the entire amount is allocated to MEMSOF; and \$3.00 is allocated to CICF;
- the Department of Legislative Services (DLS) advises that VCAF is likely to reach the \$20 million threshold by the fourth quarter of fiscal 2014; thus, the estimate shows distribution to MEMSOF as of the fourth quarter of fiscal 2014;
- the estimate for the increase in general fund revenues from the \$50 increase in the penalty for both child restraint and seat belt violations is based on a two-year average of citations prepaid to the District Court and totals 55,734 citations in fiscal 2014 and 74,312 in out-years;
- the estimate assumes that all prepaid citations are assessed the maximum fine of \$75; and
- the estimate assumes no changes in the total number of citations issued for each violation, the fines or fees assessed, or the distribution of revenues.

Exhibit 1 shows the number of citations, both prepaid and the total for child safety seat and seat belt violations, for fiscal 2011 and 2012. Generally, the District Court processes

100,000 such citations annually, although the number fluctuates from year to year. Thus, to the extent the number of citations that are prepaid differs from the two-year average, the revenue increases discussed below fluctuate accordingly.

This estimate does not account for the bill's extension of the seat belt requirement to all passengers, regardless of their age or location in the vehicle. DLS advises that the volume of any such citations cannot be reliably estimated.

Exhibit 1
Enforcement of Child Safety Seat and Seat Belt Provisions

<u>Citation</u>	<u>Fiscal 2011</u>	<u>Fiscal 2012</u>
Child Younger than Age 8 Not in Child Safety Seat		
Prepaid Citations	3,264	3,373
Total Citations	5,829	5,800
Failure to Restrain Child Younger than Age 16		
Prepaid Citations	49	74
Total Citations	109	122
Prepaid Revenue for Child Safety Seat Citations (\$58 prepay)	\$192,154	\$199,926
Operating Vehicle with Occupant Younger than 16 or Driver Not Restrained		
Prepaid Citations	66,446	64,807
Total Citations	84,574	83,294
Passenger Age 16 or Older in Outboard Front Seat without Seat Belt		
Prepaid Citations	5,368	5,242
Total Citations	7,745	7,696
Prepaid Revenue for Seat Belt Citations (\$25 prepay)	\$1,795,350	\$1,751,225
Total Prepaid Revenue for Safety Seat and Seat Belt Citations	\$1,987,504	\$1,951,151

Source: District Court of Maryland

General Fund: General fund revenues increase by \$3,983,678 in fiscal 2014, accounting for the bill's October 1, 2013 effective date. The additional revenues are due to the \$50 increase in the penalty for those who violate child restraint and seat belt provisions and from those who are subject to paying court costs of \$33.00 for violating the requirement to wear a seat belt. General fund revenues are generated from \$22.50 of the \$33.00 assessed in court costs for traffic cases. On an annual basis, general fund revenues increase by \$5,311,570.

VCAF: Special fund revenues for VCAF increase by \$265,995 in fiscal 2014 due to the allocation of a \$7.50 surcharge added to traffic cases. State law requires that this

surcharge be allocated entirely to VCAF until the fund reaches a threshold of \$20 million. Then, the surcharge is to be allocated entirely to MEMSOF.

The estimate assumes that VCAF will reach its \$20 million threshold by the fourth quarter of fiscal 2014. DLS advises that, as of the end of fiscal 2012, VCAF had accumulated \$11.7 million. The fund is projected to increase to about \$16 million by the end of fiscal 2013. Accordingly, the \$7.50 surcharge is likely to accrue to MEMSOF in the final quarter of fiscal 2014, assuming revenues remain constant.

MEMSOF: Special fund revenues for MEMSOF increase by \$132,998 as of the fourth quarter of fiscal 2014. In out-years, \$531,990 accrues annually to MEMSOF.

CICF: Special fund revenues increase by \$159,597 for CICF in fiscal 2014 from a \$3.00 surcharge assessed in every criminal case, including traffic citations. The estimate accounts for the October 1, 2013 effective date of the bill. State law requires that the first \$500,000 from the \$3.00 surcharge be equally distributed between CICF and the State Victims of Crime Fund; any revenue in excess of \$500,000 must be distributed only to CICF. DLS advises the \$500,000 threshold is met under current law; thus, all revenues from the surcharge under this bill are allocated to CICF in this estimate. On an annual basis, the fund is estimated to accrue \$212,796 in additional revenues.

Additional Information

Prior Introductions: HB 340 of 2012 was heard by the House Environmental Matters Committee but received no further action. Its cross file, SB 563, was heard in the Senate Judicial Proceedings Committee but received no further action.

Cross File: None.

Information Source(s): Judiciary (Administrative Office of the Courts), Department of State Police, Maryland Department of Transportation, Governors Highway Safety Association, National Highway Traffic Safety Administration, Department of Legislative Services

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