

Helmet use and associated factors among motorcyclists in the Association of Southeast Asian Nations: Prevalence and effect of interventions

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ABSTRACT

The Association of Southeast Asian Nations (ASEAN) is a collaborative group of 10 countries (Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand, Vietnam) located in South-East Asia. In most ASEAN countries, the majority of road users are motorcyclists. Globally, among the 20 countries with the greatest rate of motorcycle deaths per 100,000 population, six ASEAN countries are included. A review found that across ASEAN countries, a significant proportion of motorcycle drivers did not wear a helmet; this ranged from 11–20% in Indonesia, 35–66% in Cambodia, 25–97% in Laos, 24.2–67.2% in Malaysia, 44.2%-56.3% in Thailand, and 10-70.1% in Vietnam, while rates of non-use of helmets were higher in motorcycle passengers, ranging from 25% in Vietnam, 38.1% in Malaysia, 48-80% in Indonesia, 72–81% in Thailand, and 91% in Cambodia. The effect of the introduction of helmetuse legislation for drivers and passengers was evaluated in Thailand and Vietnam, and in both evaluations, significant increases in helmet use were found compared to prior the legislation in both countries. Multisectoral or community intervention programmes in localised areas and schools in Laos and Thailand also lead to significant increases in motorcycle helmet use. The effectiveness of the enforcement of helmet laws in ASEAN countries was rated an average of 7.2 (on a scale of 0 to 10, where 0 is not effective at all and 10 is highly effective), with the lowest (5) in Malaysia and the highest (10) in Brunei Duressalam. Stricter enforcement of mandatory helmet laws for two-wheeler riders (both drivers and pillion-riders) are needed.

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Keywords: helmet use, motorcycle, prevalence, interventions, Southeast Asia.

INTRODUCTION

The Association of Southeast Asian Nations (ASEAN) is a collaborative group of 10 countries (Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand, Vietnam) located in South-East Asia (Association of Southeast Asian Nations, 2013). It is a populous region with a population of over 604 million and wide variability in socioeconomic and development indicators (ASEAN Community in Figures, 2013). The ASEAN Declaration aims "to accelerate the economic growth, social progress and cultural development in the region through joint endeavours in the spirit of equality and partnership in order to strengthen the foundation for a prosperous and peaceful community of Southeast Asian Nations." (Association of Southeast Asian Nations, 2013, p.1). In most ASEAN countries, the majority of road users are motorcyclists. Four ASEAN countries (Vietnam = 358/1000, Malaysia = 332/1000, Indonesia = 251/1000, and Thailand=251/1000) have more than one motorcycle for every four people (World Health Organization, WHO, 2013a). Globally, among the 20 countries with the greatest rate of motorcycle deaths per 100,000 population, six ASEAN countries are included, with the highest in Thailand (28 per 100,000 population), Lao R. (15), Vietnam (15), Malaysia (15), Cambodia (12), Indonesia (6 per 100,000 population) (WHO, 2013a). The six countries in ASEAN where the majority of all vehicles are motorcycles (two- or three-wheeled) are Vietnam (96%), followed by Cambodia (83%), Indonesia (83%), Myanmar (82%), Laos (81%) and Thailand (61%) (WHO, 2013a). Motorcyclists (two- or three-wheeled) comprise a large proportion of all road traffic deaths in ASEAN, 74% in both the Lao People's Democratic Republic and Thailand, followed by 67% in Cambodia, 59% in Malaysia and 46% in Singapore (see Table 1).

Motorcycle users sustain the most serious injuries leading to disability and death around the head and neck (WHO, 2013a). Wearing a standard, good quality motorcycle helmet can reduce the risk of death by 40% and the risk of serious injury by over 70% (Abbas, Hefny & Abu-Zidan, 2012; WHO, 2013b). Introducing and enforcing legislation on helmet use is effective at increasing helmet-wearing rates and reducing head injuries (Hyder, Waters, Phillips & Rehwinkel, 2007; Kanitpong, Boontob & Tanaboriboon, 2008; Liu et al., 2008).

"While there has been progress in adopting helmet legislation globally, only about one-third of countries rate the enforcement of helmet laws as 'good' (8 or above on a scale of 0 to 10), showing that this critical component of road traffic safety remains neglected" (WHO, 2013a, p.18). There is a need to better understand the status of helmet use and associated factors among motorcyclists in ASEAN, which can in turn provide information



for appropriate helmet use interventions in the region. In this paper, we aim to assess the current status, associated factors and interventions of helmet use in ASEAN.

METHODS

LITERATURE SEARCH

We performed a search of the literature to identify reviews and original studies that reported data regarding the prevalence and interventions of motorcycle (two- or three-wheeled) helmet use in ASEAN countries. The relevant studies were identified through the following electronic databases: MEDLINE, EMBASE, SCI Web or Science, NLM Gateway, Google scholar and Google. The last search was conducted in November 2013. In addition, relevant articles from the list of references of the initially retrieved papers were identified.

Two different search strategies using the following keywords were used: (1) Helmet use AND motorcycle AND country (Brunei Darussalam OR Cambodia OR Indonesia OR Lao PDR OR Malaysia OR Myanmar OR Philippines OR Singapore OR Thailand OR Vietnam) OR Asia, (2) Helmet use AND motorcycle AND intervention AND country (Brunei Darussalam OR Cambodia OR Indonesia OR Lao PDR OR Malaysia OR Myanmar OR Philippines OR Singapore OR Thailand OR Vietnam) OR Asia.

SELECTION OF STUDIES

Inclusion criteria for the selection of studies included studies reporting on the prevalence of motorcycle helmet use and intervention evaluations to promote motorcycle helmet use in ASEAN countries. There were no restrictions on date and language of the paper. The two authors of the current article evaluated the eligible studies obtained from the literature search. They independently scanned all abstracts and obtained full-text papers. In cases of discrepancy, agreement was reached by consensus.

DATA EXTRACTION

The two authors of this paper independently extracted and compiled the data. For each study that met the inclusion criteria, details were extracted on study design, characteristics of study population, non-helmet use prevalence, risk factors for non-helmet use, intervention methods and outcomes.

RESULTS

MOTORCYCLE HELMET LAWS AND LAW ENFORCEMENT

All ASEAN countries have a national motorcycle helmet law. In one country (Cambodia) the motorcycle helmet law does not apply to passengers, and one country (Laos) does not have mandated helmet standards (WHO, 2013a). The effectiveness of the enforcement of helmet laws in ASEAN countries was rated an average 7.2 (on a scale of 0 to 10, where 0 is not effective at all and 10 is highly effective), with the highest (10) in Brunei Duressalam, followed by Singapore and Vietnam (9), Indonesia and Laos (8), Myanmar and Thailand (6), and Malaysia and Philippines (5) (WHO, 2013a).

PREVALENCE AND RISK FACTORS OF MOTORCYCLE HELMET USE

Across ASEAN countries a significant proportion of motorcycle drivers did not wear a helmet; this ranged from 11–20% in Indonesia, 35–66% in Cambodia, 25–97% in Laos, 24.2–67.2% in Malaysia, 44.2%–56.3% in Thailand, and 10-70.1% in Vietnam. While rates of non-use of helmets were higher in motorcycle passengers, ranging from 25% in Vietnam, 38.1% in Malaysia, 48–80% in Indonesia, 72–81% in Thailand, and 91% in Cambodia (see Table 3). Cambodia is the only ASEAN country where helmet use among motorcycle passengers is not legislated, which may explain the high rates. Barriers of helmet use identified in the various studies in the region included sociodemographics (younger age, lower education), being unaware of helmet law, lack of helmet law enforcement, physical discomfort, type of road, travelling time (shorter distance), and helmet characteristics (quality, price, style, experience) (see Table 2).

MOTORCYCLE HELMET USE INTERVENTIONS

The effect of the introduction of helmet use legislation for drivers and passengers was reported in Thailand and Vietnam, and in both evaluations significant increases in helmet use were found compared to prior the legislation in both countries. Multisectoral or community intervention programmes in localised areas in Laos and Thailand lead to significant increases in motorcycle helmet use in pre-post and controlled study designs. Finally, a school-based programme combining teacher and student safety education and the provision of helmets in Laos lead to significant increases in helmet use as compared to prior to the intervention (see Table 3).

DISCUSSION

The review found that across ASEAN countries a significant proportion of motorcycle drivers and passengers did not wear a helmet. This compares with similar rates in other



countries in Asia, e.g., China (Li, Li & Cai, 2008; Xuequn, Ke, Ivers, Du & Senserrick, 2011), India (Sreedharan, Muttappillymyalil, Divakaran & Haran, 2010) and Iran (Zamani-Alavijeh, Bazargan, Shafiei & Bazargan-Hejazi, 2011). Barriers of helmet use found in this review also compare with other studies such as sociodemographics (younger age, lower education) (Nakahara, Chadbunchachai, Ichikawa, Tipsuntornsak & Wakai, 2005), location and time of day (Li, Li, Cai, Zhang & Lo, 2008; Nakahara et al., 2005), and helmet-related characteristics (Ali, Saeedmj, Ali & Haidar, 2011; Oginni, Ugboko & Adewole, 2007). The effectiveness of the enforcement of helmet laws in ASEAN countries was rated highest in Brunei Duressalam, Singapore and Vietnam. According to Law, Noland and Evans (2013), improvements in democracy, education levels, per capita income, political stability, and income distribution within a country, as probably in Brunei Duressalam and Singapore, are associated with the enactment of the motorcycle helmet.

Several evaluations in Thailand and Vietnam have found that the introduction of helmet use legislation for drivers and passengers significantly increased motorcycle helmet use. This is in line with the global findings that the introduction and enforcement of legislation on helmet use is effective at increasing helmet-wearing rates (Kanitpong et al., 2008; Mayrose, 2008). Further, a number of multisectoral or community intervention programmes addressing helmet use have shown promising results and could ensure sustainability (Moghisi, Mohammadi & Svanström, 2014b), and should be investigated in future studies with rigorous study designs. In addition, a school-based programme combining teacher and student safety education and the provision of helmets in Laos showed promising results, and should also be further investigated and implemented (Germeni et al., 2010). Community-based initiatives using the safe community concept could help to promote the use of helmets among motorcyclists at the population level (Lindqvist, Timpka & Schelp, 2001; Moghisi, Mohammadi & Svanström, 2014a). A safe community can include multi-sectoral groups, including private, governmental, social, educational and other organisations committed to work on the promotion of helmet use in the form of law enforcement, public education, and accessibility to helmets among motorcyclists at the local level in a safe community initiative (Moghisi et al., 2014a, 2014b). Similar interventions, including stakeholders in road safety, jointly intensifying education and enforcement on helmet use have been proposed for helmet use promotion of motorcyclists in Africa (Akaateba, Amoh-Gyimah & Yakubu, 2014; Forjuoh, 2003).

STUDY LIMITATIONS

This review has several limitations. Helmet use was measured by observation and by self-report, while self-report is an unreliable measure of helmet use. For some of the ASEAN countries no or not sufficient information could be found on the issue of motorcycle



helmet use. In addition, the use of non-standard helmets was not assessed (Kulanthayan, See, Kaviyarasu & Nor Afiah, 2012). A recent review found that "the widespread use of non-standard helmets in low- and middle-income countries may limit the potential gains of helmet use programmes" (Road Traffic Injuries Research Network Multicenter Study Collaborators et al., 2013, p.158).

CONCLUSION

The review of the available evidence found sub-optimal motorcycle helmet use in ASEAN countries, and half of the ASEAN countries rated their motorcycle helmet law enforcement as sub-optimal. National and community interventions to increase motorcycle helmet use seem effective and promising and should be expanded.

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Table 1: Asian Association country characteristics (source: WHO, 2013a)

Country	Population	Income group	Gross national	[Total registered vehicles] Motorized 2- and	Death by road user
			income per capita in	3-wheelers	category: Riders
			US\$	0-Wilecieis	motorized 2-
			000		or 3-wheelers
Brunei	398 920	High	31 800	[349 279]	?
Darussalam					
Cambodia	14 138 255	Low	750	[1 652 534]	67%
				1 372 525	
Indonesia	239 870 944	Middle	2 500	[72 692 951]	36%
				60 152 752	
Lao People's	6 200 894	Low	1 010	[1 008 788]	74%
Democratic				812 629	
Republic					
Malaysia	28 401 017	Middle	7 760	[20 188 565]	59%
				9 441 907	
Myanmar	47 963 010	Low	?	[2 326 639]	23%
				1 911 040	
Philippines	93 260 800	Middle	2 060	[6 634 855]	?
				3 482 149	
Singapore	5 086 418	High	39 410	[945 829]	46%
Thailand	69 122 232	Middle	4 160	[28 484 829]	74%
				17 322 538	
Vietnam	87 848 460	Middle	1 160	[33 166 411]	60%1
				31 452 503	

¹ For motorcyclists (Le et al., 2002)

Table 2: Epidemiology of helmet use among motorcyclists in ASEAN countries

Country Refer-	Sample and assessment methods	Non-helmet use	Risk factors
ence			
Cambodia	Ministry of Health (2010)	35% Drivers	
(WHO, 2013a)		91% Passengers	
Cambodia	Helmet observations (day and night) 36.2% Drivers	36.2% Drivers	Helmet use: life-saving potential, legal
(Bac hani et al.	in 6 observation sites in 5 provinces.	93.6% Passengers	duty, police fines.
2012, 2013; Roe-	(Drivers: N = 454 026; Passengers: N:		Non-helmet use: depended on where to
hler et al. 2013)	229 948)		drive, forget to wear it, inconvinient/un-
	Roadside interviews on knowledge,		comfortable; helmet quality, price, style,
	attitudes, and practice in 3 locations		and colour.
Indonesia	Street observations and interviews 11% Drivers	11% Drivers	At night, physical discomfort and ab-
(Conrad et al.,	with motorcyclists (N = 9242) and 80% Passengers	80% Passengers	sence of police surveillance.
1996)	passengers (N = 3541) in Yogyakarta 45% Drivers did not wear	45% Drivers did not wear	
		helmets correctly	
Indonesia	Sub-national study on helmet wear- 20% Drivers	20% Drivers	
(Indonesia Road	ing in 2007	48% Passengers	
Safety Report,			
2012)			
Laos	Road Safety Project (2008)	40% All riders	
(WHO, 2013a)		25% Drivers	
Laos	Roadside observation in front of a	97% Drivers	
	school gate in Vientiane. Of the 195		
(Ichikawa et al.,	students who commuted by motorcy-		
2013)	cle, 45 (23%) drove it themselves		
Malaysia	Observations of 500 motorcyclists in 24.2% Drivers	24.2% Drivers	
(Kulanthayan et	a typical Malaysian town		
al., 2000)			
Malaysia	Observations of 107 motorcyclists 29.0% Drivers	29.0% Drivers	Younger age
(Tan, 2004)	and 21 passengers in Kuala Lumpur	38.1% Passengers	

Malavsia	Observation of helmet use amond 74.4% urban	74.4% urban	
, Ahmad		60.0% suburban	
& Voon., 2009)			
	in Klang Valley		
Malaysia	Observations of 1 150 motorcycle 42.3 %	42.3 %	
(Ambak, 2011)	drivers		
	Health department, study in Yangon 49.5% All riders	49.5% All riders	
(WHO, 2013a)	General hospital (2011)		
Philippines	Survey of road users in the Province 49% All riders	49% All riders	
(WHO, 2013a)	aras	13% Drivers	
Thailand	1,725 students, aged 15-21 years,	Of men 72.7% and of	1,725 students, aged 15-21 years, Of men 72.7% and of History of ever riding after having had 3
(Pitaktong et al.	from 3 vocational schools in Chiang	women 64.4% reported	vocational schools in Chiang women 64.4% reported or more alcoholic drinks; living with the
2009)	Rai Province completed a classroom-	unprotected motorcycle	Rai Province completed a classroom- unprotected motorcycle family, and having ever had a traffic ac-
	based computer-assisted self-inter- riding 3 times or more in cident	riding 3 times or more in	cident
	view (ACASI)	the past week	
Thailand	Helmet wearing behaviour and atti- During	the past	six Travelling short distances, for example
(Plianbangchang	tudes among 224 Naresuan Univer-	months, the majority nev-	tudes among 224 Naresuan Univer- months, the majority nev- within the campus; physical discomforts;
et al., 2011)	sity students	er wore, or wore helmet	er wore, or wore helmet and unnecessary. More than half of the
		sporadically such as when	sporadically such as when sample agreed with compulsory helmet
		travelling long distance or wearing on campus	wearing on campus
		when spotting the police.	
		Very few reported wearing	
		helmets whenever they	
		travelled on motorcycles	
Thailand	Observational survey of helmet use 48% Drivers	48% Drivers	
(Thailand Road	conducted in 30 samples in a prov- 84% Passengers	84% Passengers	
Safety Observa-	inces of Thailand		
tory, 2011)			



Thailand	Helmet use observations and inter- 44.2% Drivers	44.2% Drivers	Demographics, environmental factors,
(Siviroj, Peltzer,	view among motorcycle drivers (N = 72.5% Passengers	72.5% Passengers	helmet use experiences and attitudes
Pengpid & Morar-	18,998) during four days of the Song-		and recalling a lower exposure to road
it, 2012)	kran festival		safety awareness (RSA) campaign were
			associated with non-helmet use
Thailand	Interviews on helmet use behaviour	40% Drivers and 72%	Interviews on helmet use behaviour 40% Drivers and 72% Drivers: non-awareness of helmet law,
(Jiwattanaku-	(N = 2,429 drivers, N = 1,328 passen	Passengers [not always	129 drivers, N = 1,328 passen- Passengers [not always low risk perception of being caught, per-
lpaisarn et al.,	gers) in urban cities nationwide	wear]	ception that the checkpoints take place
2013)			at the same times and locations
			Passengers: non-awareness of helmet
			law for passengers, perception that the
			law was not enforced by the police
Thailand	National roadside observation (N = 46,7% Drivers	46,7% Drivers	Lower conviction rate and lower police
(Suriyawongpaisa	(Suriyawongpaisa 945 956) at 3 252 selected sites In- 80,7% Passengers	80,7% Passengers	density
et al. 2013)	jured surveillance data (26 sentinal 66% (Drivers & Passen-	66% (Drivers & Passen-	
	sites)	gers)	
Vietnam	Roadside observations of motorcy- 70.1%	70.1%	Female, younger age, non-compulsory
(Hung, Stevenson	(Hung, Stevenson cle drivers (N = 16 560) in Hai Duong		roads
& Ivers, 2006)	province across 37 road sites (incor-		
	porating 5 road categories)		
Vietnam	Observed motorcycle helmet use	%22	Inconvenience and discomfort, younger
(Hung, Stevenson	(Hung, Stevenson among motorcyclists (N = 716) in Hai		age, riding on a non-compulsory road,
& Ivers, 2008)	Duong Province		shorter trips (< 10 km), lower levels of
			education
Vietnam	Roadside observations (N = 18734) 1-10% Adults	1-10% Adults	The fear of neck injury (by parents of
(Pervin et al.,	among adults and children in four 46-62% 8-14 years	46-62% 8-14 years	their children)
2009)	major centres	46-85% < 8 years of age	
Vietnam	Helmet observation surveys in 3 prov- 10% Drivers	10% Drivers	
(WHO, 2013a)	inces (Hanoi School of Public Health, 25% Passengers	25% Passengers	
	2011)		



Table 3: Interventions of helmet use in ASEAN countries

Country, Reference	Intervention	Evaluation design and sample	Results
Cambodia	School-based programme: Teach-	School-based programme: Teach- Pre- and post-intervention of 6 Helmet use increased from 0% at	Helmet use increased from 0% at
(Kim et al., 2013)	er and student safety education	and student safety education 853 observations of helmet use	baseline to 87% at 10-12 weeks
	(Helmets for Kids)and helmet pro-		follow-up.
	vision to all students in selected		
	elementary schools		
Laos	Multisectoral road safety cam-	Multisectoral road safety cam- Pre- and post -intervention of 4 Helmet use increased from 11,2	Helmet use increased from 11,2
(Slesak et al., 2011)	paign in one district: Offering 247 observations of helmet use	247 observations of helmet use	to 42,5%.
	motorcycle helmets at 50% cost;		
	road safety education; demon-		
	stration of helmet protectiveness,		
	helmet law enforcement		
Thailand	Community-based health edu-	Community-based health edu- Pre- and post-intervention of in- Self-reported always wearing of	Self-reported always wearing of
(Swaddiwudhipong,	(Swaddiwudhipong, cation on injury prevention and terview-assessed motorcyclists helmets increased to 32,8% in	terview-assessed motorcyclists	helmets increased to 32,8% in
Boonmak, Nguntra &	control including traffic laws and (N = 1141) in intervention villages motorcyclists in intervention vil-	(N = 1141) in intervention villages	motorcyclists in intervention vil-
Mahasakpan, 1998)	effectiveness of helmet use for in 3 subdistricts and motorcyclists lages compared to 14,1% in con-	in 3 subdistricts and motorcyclists	lages compared to 14,1% in con-
	motorcycle riders delivered by	motorcycle riders delivered by $ (N = 1297)$ in control villages in 3 trol villages.	trol villages.
	village health communicators and subdistricts	subdistricts	
	mass media		
Thailand	Helmet act for motorcyclists and	Helmet act for motorcyclists and Pre- and post-intervention of Helmet-wearers increased from	Helmet-wearers increased from
(Ichikawa, Chadbun- pas	passengers in December 1994:	sengers in December 1994: 7 208 pre-act motorcycle crashes 4,5% to 22,6%.	4,5% to 22,6%.
chachai & Marui,	& Marui, enacted, publicity raising, fining and 4 794 post-act motorcycle	and 4 794 post-act motorcycle	
2003)	law-breakers	crashes from the trauma registry	
		of a regional hospital	

Thailand	Community participation ap-	ap- Pre- and post-intervention of	and post-intervention of Increase of 13,2% in the rates of
(Ratanavaraha &		3874 driver and 2004 passenger helmet usage.	helmet usage.
Jomnonkwao, 2013)	- Community leader meetings	Community leader meetings observations of helmet use in 3	
	to find solutions for helmet- districts	districts	
	wearing problems		
	 Two campaigns to provide un- 		
	derstanding of the benefits of		
	helmet use and proper deci-		
	sions of purchasing and wear-		
	ing helmets (with the use of		
	mass media, print media, spe-		
	cialized media and activity me-		
	dia)		
Vietnam	Helmet legislation to require all	Helmet legislation to require all Pre- and post-intervention of in- Self-reported frequent helmet	Self-reported frequent helmet
(Le & Blum, 2013)	motorcycle riders and passen-	motorcycle riders and passen-terview national survey of helmet use increased from 26,2% in to	use increased from 26,2% in to
	gers to wear helmets from end of	gers to wear helmets from end of use among 7 584 youth (15-24 73,6%.	73,6%.
	2007	years) in 2004 and 10 044 youth	
		(15–24 years) in 2009	
(Nguyen, Passmore,	(Nguyen, Passmore, Helmet legislation to require all Pre-	Pre- and post-intervention of	and post-intervention of Increase in correct helmet wear-
Cuong & Nguyen,	Cuong & Nguyen, motorcycle riders and passen- 665 428 drivers and passenger ing from 40,1% to 92,5%.	665 428 drivers and passenger	ing from 40,1% to 92,5%.
2013)	gers to wear helmets from end of	gers to wear helmets from end of observations of helmet use in 45	
	2007	sites nationally between Novem-	
		ber 2007 and February 2011	