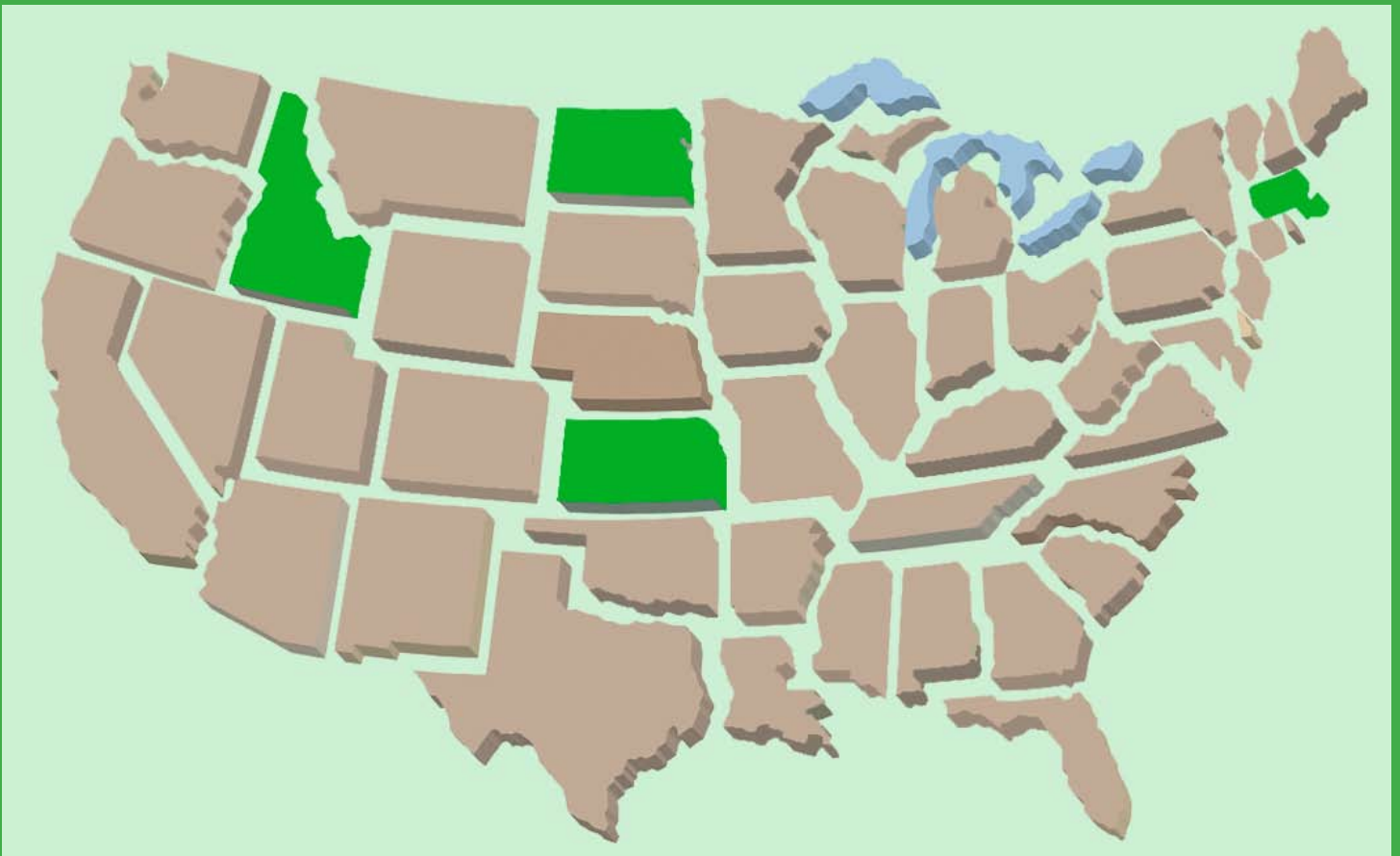


Increasing Seat Belt Use  
Through State-Level  
Demonstration Projects:  
A Compendium of Initial Findings





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## INTRODUCTION

This report summarizes the efforts and results from four of six State-level demonstration projects supported with cooperative agreements from the National Highway Traffic Safety Administration. The projects were intended to increase seat belt use statewide in low-belt-use States through innovative approaches. They are the first of a series of innovative demonstration projects funded by NHTSA. A future report will cover the results from the next series of demonstration grants.

The States covered by this report are Idaho, Kansas, Massachusetts, and North Dakota. The processes used and outcomes in each State are contained in separate case studies that are appendices to this report. As appropriate, the case studies describe how each specific State problem was identified, how the demonstration project relates to the State's *Click It or Ticket* (CIOT) program, the countermeasures selected for the program, the methods used to evaluate the program and the evaluation results obtained. Each State also produced a detailed report of its activities that is available from the State directly.

In order to place the case studies in context, this introductory section addresses background information that led to the decision to undertake the demonstration project activities. It is followed by brief descriptions of the approach used by each State. A summary of the lessons learned across the various efforts is then presented in the hope that other States, especially those with below average belt use, can use or adapt the tested strategies to their own specific needs.

### History of NHTSA Seat Belt Efforts

It has long been recognized that the use of seat belts can reduce injuries and fatalities resulting from crashes. Seat belts are approximately 50 percent effective in preventing fatalities in crashes in which motorists would otherwise die, so raising seat belt use saves lives.<sup>1</sup> In fact, it is estimated that 164,753 lives had been saved between 1975 and 2002, the year these projects were initiated.<sup>2</sup> The problem has been to convince Americans to use the occupant restraints that are factory installed in vehicles or readily available for young children. NHTSA engages in an ongoing national effort to save lives, prevent injuries, and reduce the societal costs of traffic crashes by increasing occupant restraint use.

All but one (New Hampshire) of the 50 States has some form of law requiring the use of seat belts by adults and children. At the time these projects were initiated in 2002, 17 States, the District of Columbia, Puerto Rico, American Samoa, the Commonwealth of Northern Mariana Islands, and the Virgin Islands had "primary" seat belt laws, so-named because they permit a police officer to stop and ticket someone not wearing a seat belt even when no other violation is

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<sup>1</sup> Traffic Safety Facts 2006 Data. Occupant Protection. NHTSADOT HS 810 807. Washington, DC: National Highway Traffic Safety Administration.

<sup>2</sup> Traffic Safety Facts 2002. Occupant Protection. NHTSA. DOT HS 809 610. Washington, DC: National Highway Traffic Safety Administration.

evident. In the remaining States, however, the laws are “secondary,” which means that a motorist must be stopped for some other infraction before a seat belt violation can be given. Since it is more difficult for the police to enforce a secondary law, it is not surprising that seat belt use rates tend to be lower in secondary law States. A key objective for NHTSA is therefore to increase seat belt use in States with secondary enforcement laws.



Perhaps the most recognizable NHTSA seat belt campaign is the CIOT enforcement mobilization conducted at least annually, typically for two weeks around Memorial Day. For several years only a few States participated in CIOT. By 2003, however, the majority of States across the Nation participated in the national CIOT mobilization. A CIOT mobilization is a Selective Traffic Enforcement Program (STEP) focused on occupant protection use. The police activity is supported with intensive paid and earned publicity that focuses primarily on enforcement of occupant restraint laws. The typical CIOT program includes: (1) data collection, before, during, and immediately after media and enforcement phases; (2) earned and paid publicity announcing strict enforcement; (3) highly visible enforcement each day of the two-week enforcement period; and (4) a media event announcing program results and thanking all the participants in the community.

To enhance CIOT and other NHTSA efforts, NHTSA awarded six cooperative agreements between 2002 and 2005 to States with secondary laws and/or low belt use (belt use below the national average). These cooperative agreements of up to \$300,000 each were funded by Section 403 under 23 U.S.C., which provides funds for demonstration projects (in addition to other programs) to develop new ways to reduce motor-vehicle-related deaths and injuries including identifying and developing model strategies to increase seat belt use.

In addition to having secondary laws or low belt use, the States receiving the funding were selected because they faced significant challenges to increasing belt use, for example, low fines, political limitations, and cultural impediments. The goal of the projects funded by the agreements was to offset these often-difficult circumstances and resistance from various entities in those States through the use of a variety of traditional and innovative techniques.

Each of the six States receiving funding first used an Occupant Protection Assessment or similar initiative to identify its particular concerns and problems. The idea was to focus additional attention and resources on the State’s occupant protection program in a manner that could overcome the factors that were suppressing seat belt use. An evaluation component was included with each project so that the effectiveness of each approach could be assessed. Four of the six States became the focus of this compendium in order to document the range of activities conducted, compare approaches and derive lessons learned.

The funding that supported NHTSA campaigns during the time the covered programs were operating fell under the Transportation Equity Act for the 21st Century (TEA-21) (Public Law 105-178), which was signed into law on June 9, 1998. In addition to providing funding for improving America’s roadways, bridges, and transit systems, this comprehensive legislation provided resources for increasing seat belt and child safety seat use. Section 157 of TEA-21 created a program to encourage States to increase their seat belt use rates in recognition of the

fact that increased seat belt use decreases crash injuries and the financial burden these preventable injuries place on Federal programs. Funds were allocated to eligible States based on estimated savings in medical costs to the Federal Government due to improved seat belt use. TEA-21 has since been replaced by the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

### **State Approaches Under the Cooperative Agreements**

The four States covered by this report shared a common goal in using the funds from their cooperative agreement to increase seat belt use statewide. Most of the States used enforcement and focused public education as the core of their interventions. These more traditional efforts were supplemented by innovative and individualized approaches. Brief summaries of each program's approach follow:

- **Idaho:** Idaho developed innovative strategies based on feedback from their evaluation to focus on increasing belt use in the Eastern part of the State where use was traditionally low. The Idaho program was designed to appeal to rural families and young males and focused its supplemental education efforts under the demonstration project primarily on a “family values” message. In addition to the standard high-visibility enforcement and associated media activities, the demonstration project included three activities that were carried out only in the eastern part of the State—provision of a law enforcement liaison to improve the quality and quantity of tickets written and stops made, newspaper articles that provided local statistics on serious injury and fatal crashes, and weather/road reports with family values taglines. The specially targeted efforts in eastern Idaho were successful in raising the seat belt use in the region.
- **Kansas:** Kansas used its demonstration project funding to mount a special enforcement program that tested corridor enforcement as a potentially cost effective strategy for deployment of police resources. The aim was to increase seat belt use on selected high-traffic roadways or corridors or at least to sustain the gain achieved by the statewide May mobilization. Tests of two different corridor approaches were made—the first one using a short intervention period on several corridors and the second using a longer intervention period on a single corridor. The tests suggested that short intervention periods on select corridors were not effective in increasing seat belt use, but possibly succeeded in helping Kansas maintain its four-percentage point gain from their May mobilization.
- **Massachusetts:** Massachusetts concentrated on extra enforcement and special localized education campaigns supported by police agencies to increase belt use above what was accomplished by the CIOT mobilization. The Massachusetts demonstration project tested three interventions: Statewide paid and earned media plus “normal” enforcement; Statewide media plus special (basically overtime) enforcement; and statewide media plus special enforcement plus localized education. Seat belt use increased statewide, but it appeared that the effects of the innovative approaches were overwhelmed by the strength of the State and national CIOT mobilizations.

- **North Dakota:** North Dakota focused on increasing belt use by pickup drivers, particularly male pickup drivers—a group with notoriously low-restraint-use rates across the Nation. In the year prior to this project (2002), seat belt use in rural areas was 79 percent in passenger cars compared to only 54 percent in pickups. Pre-campaign evaluation research confirmed that belt use was lower for pickup truck drivers in North Dakota as well and appropriate messages for reaching the target audience were developed. The program produced substantial increases in seat belt use among all drivers and by male pickup drivers but pickup driver belt use, nevertheless, still remained well below that of drivers of other vehicle types.

Thus, two States (North Dakota and Idaho) focused their programs on subsets of the driving population as defined by either vehicle type (pickup truck drivers in North Dakota) or geographics and demographics (young males and the eastern part of Idaho). The other two States, Kansas and Massachusetts, addressed their programs more at the general population statewide.

## **OBSERVATIONS/CONCLUSIONS ACROSS THE FOUR PROGRAMS**

Each of the case studies as detailed in the Appendices to this compendium provides an interesting insight into the operations and achievements of a single State’s demonstration project. In addition to assisting these States in elevating their seat belt use levels, however, NHTSA was interested in more global issues. The first of these dealt with the ability to promote meaningful belt usage changes above and beyond the CIOT mobilization by using cooperative agreements that promote innovative approaches in States that have secondary laws. The second focused on the use and benefits of evaluation in creating more effective seat belt encouragement programs. This section discusses these issues in terms of the outcomes achieved by the four studied demonstration projects, program implementation methods and the evaluation process.

### **Outcomes**

The desired outcome from the demonstration projects was to achieve an increase in statewide belt use above and beyond what might be achieved by CIOT programs alone. By combining CIOT with an increased focus on a particular low-belt use audience within the State or on the State’s low seat belt use as a whole, it was hoped that the effectiveness of CIOT could be increased. All four States did achieve significant and meaningful statewide increases in belt use above pre-program belt use rates. The availability of four separate case studies permits this success to be examined in more detail and provides insights on the extent to which the supplemental efforts did, in fact, potentiate the effect of CIOT.

The first point of note concerns the pre-program level of belt use. It is generally agreed that it is easier to generate a large change in belt use when starting from low-belt-use rates. As a higher percentage of drivers and passengers buckle up, the remaining people flouting the law become increasingly “hard core” and more difficult to convince. This model is supported by the case studies. It is important to understand this increasing resistance of the non-user group when assessing the success of programs. Large increases in belt use such as those that Idaho obtained between 2002 and 2003 (62.9% to 71.7%) are difficult to repeat. Nevertheless, all four States



appear to be making steady progress in converting non-users to users. It is difficult, however, to separate the roles played by CIOT and the innovative supplements funded by the agreements since both had the objective of increasing seat belt use. The case studies, however, provide compelling support for a conclusion that the additional efforts and, particularly, the emphasis on evaluation, improved outcomes.

A significant byproduct of the demonstration project activities coupled with CIOT mobilizations was the elevation of the importance of seat belt programs in the hierarchy of the safety activities in each of the States. The vigor with which the programs were pursued and the continuing commitment to occupant restraint activities after the expiration of the funding agreements was a clear long-term benefit of these activities.

Another result from these studies that is quite encouraging relates to the outcome in North Dakota. The North Dakota program attempted to raise statewide seat belt usage by placing emphasis on male pickup drivers, a group with well below average belt use. Even though the primary focus was on pickup drivers, significant increases in belt use were noted for drivers and passengers of all vehicle types. This was the desired result and is not necessarily surprising. First, the message theme and execution used in North Dakota, although depicting pickup trucks and their drivers, were basically universal because they did not exclude any group. Second, it is generally agreed that most people, even non-users, already understand the safety benefits of using occupant restraints. Therefore, motivational, family-oriented messages that also emphasize enforcement, such as those used in Idaho and North Dakota, can be expected to appeal to (and increase belt use by) broad segments of the population statewide even if they only depict a particular subset of drivers or vehicle types. Thus, consistent with the intent of the demonstration projects, the North Dakota intervention resulted in an overall statewide increase in seat belt use, as did the interventions in all States.

A third finding is quite curious and difficult to explain. The surveys in Idaho and Kansas show that a majority of the population thinks that the police can stop them for a seat belt violation alone. In essence, they think that their State's seat belt law is primary when, in fact, a secondary law is in effect. This is consistent with other research findings that the general public is not highly aware of the nuances of vehicle and traffic laws. The curious thing is that, in spite of this apparent interpretation of their belt laws as primary, residents in secondary law States such as Idaho and North Dakota show a marked tendency to use belts less than people who live in primary law States. It is likely that the difference is accounted for by the general deterrent effect of the higher enforcement levels that police agencies in primary law States can accomplish. The effect of actually seeing people pulled over and/or hearing firsthand about a seat belt enforcement action is almost surely a stronger motivation to buckle up than is just the belief that the police can stop you for a violation.

Finally, the results in Massachusetts suggest that a successful statewide mobilization using paid and earned media as well as enforcement can mask results from smaller scale interventions intended to explore new techniques. The Massachusetts results suggest that the effects of the CIOT campaign may have prevented the evaluation from detecting any effect produced by the specialized interventions in the four test communities. One lesson to be learned

is that evaluations of new approaches in a small number of locales might best be conducted at times when large mobilizations are not underway.

### **Program Implementation Methods**

The evaluations in each of the States focused on the process of implementing the demonstration project as well as the outcomes achieved by it. This resulted in lessons learned concerning the effectiveness of program activities as well as insights for maximizing the benefits of the evaluation itself.

All four State projects made excellent use of direct contacts with local law enforcement agencies to secure their cooperation and transfer information. Different methods were used to foster this interaction such as luncheons, conferences, and hiring law enforcement liaisons who visited the sites. Regardless of the specific method used, however, there were some common elements in the approaches that seem to be worth replicating in future programs of this type. First, bringing together diverse police agencies for meetings and briefings provided opportunities for law enforcement personnel to obtain information from the State and to exchange information and ideas with other agencies. This was an excellent way to propagate the message among police departments. Second, both rank and file and police management were included in the liaison effort. This was important to ensure that all levels within each enforcement agency had the same information and were committed to the effort. Third, the local representatives were given significant assistance in preparing the paperwork for the grants. This is particularly helpful in encouraging applications when the grants are relatively small and the application process is somewhat complex.

Each of the projects included incentives for local law enforcement agencies to participate. Some of these incentives were in the form of cash payments specifically to compensate the departments for overtime spent on seat belt enforcement. Other incentives were in the form of monetary grants to the agencies if they agreed to participate in the mobilization. A third type of incentive provided radar or laser speed measurement devices or other needed equipment directly to the departments.

It was discovered in at least two of the States that financial grants to a police department ended up going into the general fund of the department's jurisdiction and were therefore not necessarily available to be spent by the participating police agencies. When this happened, much if not all of the incentive value of the grant from the State to the cooperating police department was lost. It would appear most beneficial for State level programs to provide incentives in a form that ensures the mobilization participants can benefit directly from them. A police agency may receive some recognition for bringing in money for the general fund. This is not, however, as motivating to the agency itself as is the prospect of obtaining funds or equipment that will permit the police to reduce their workload and/or do their jobs better.

### **Evaluation Processes**

All four States made excellent use of the evaluation process as part of their demonstration projects. A few important principles were highlighted when looking across these diverse implementations. First and foremost, there appears to be a real benefit from embedding an

evaluation as an integral part of the program. Evaluation proved to be very helpful from the outset when goals and objectives are defined and themes are identified through to the final conclusions concerning program effectiveness.

Evaluation is often thought of as a closing activity for a program to determine if things worked as intended. While this is clearly an important use for evaluation, all four States employed evaluation much earlier in their projects to help structure a more effective intervention. For example, North Dakota's use of surveys of experts and pickup truck drivers in order to help develop a motivational theme proved to be highly effective.

It also seems evident that it is beneficial to a State seat belt program to include an evaluation feedback loop throughout the duration of the project. Using this approach, interim results can be used to make midcourse corrections that improve effectiveness. For example, Kansas used the results of its initial corridor enforcement efforts to restructure a second attempt at corridor-based enforcement, and Idaho altered its motivational messages based on initial survey results.

The evaluation measures for efforts of this type are best when collected more than once in order to provide a picture over time that can be correlated with program activities. For example, each State uses an annual seat belt observation survey to comply with NHTSA requirements and establish their "official" use rate. Repeated observational measures provide a longitudinal view of progress and permit any single result to be placed in its proper context. For instance, a belt use rate of 60 percent may not seem good in the absolute, but will be viewed in a different light if it follows a use rate of 50 percent and the implementation of an intervention. Single measurements, whether of attitudes, knowledge, or belt use, can be helpful in providing a "snapshot" for establishing themes or determining levels of support. One data point does not, however, provide a way to determine success. Sometimes an external standard can be used such as the belt use rate for all secondary law States. Even when available, however, such external measures do not provide the depth of information that can be obtained from measures taken within the project area before and after interventions are initiated. Idaho's multiple telephone surveys and the Idaho and Massachusetts surveys in motor vehicle offices are good examples of effective and inexpensive longitudinal evaluation measures.

Each of the four States included in this summary was operating under the same set of objectives. They first had to conduct a thorough problem identification to understand the nature and source of their rate of drivers who were not buckled up. Then, they strove to combine the national *Click It or Ticket* mobilization with a locally derived campaign focused on the identified problem populations in their State. Finally, they were tasked to demonstrate the extent to which their activities increased statewide seat belt use, particularly in the target driver populations. Overall, the effective use of evaluation enhanced each State's accomplishment of these objectives and provided an abundance of valuable information for future guidance.

It is traditional for an evaluation to lead to a conclusion. The evaluations in these four States each correctly concluded that their overall programs, including both CIOT and the demonstration project activities, worked to produce a meaningful increase in seat belt use. On the more global level, it therefore seems appropriate to deduce from the multiple successes that

NHTSA's use of and approach to the demonstration projects in secondary law States were productive and supportive of NHTSA's occupant protection goals. Specifically:

- With a heavy commitment to law enforcement coupled with a “family values” message, Idaho achieved a 5.2 percentage point increase in belt use in 2004 in the eastern part of the State where belt use is traditionally low. Overall, the Idaho statewide seat belt use increased by 2.3 percentage points using a *Click It or Ticket*-type of approach augmented by special emphasis efforts guided by evaluation data.
- Through its May 2004 *Click It or Ticket* mobilization, Kansas achieved a statewide increase in belt use of 4 percentage points. Using the demonstration project, Kansas attempted to enhance this result through a carefully planned corridor enforcement program. Guided by evaluation feedback, two corridor enforcement demonstrations were attempted. Neither resulted in a significant increase in seat belt use. Thus, it was concluded that corridor enforcement is likely not a viable adjunct to the high-visibility enforcement efforts of *Click It or Ticket*, beyond perhaps helping to maintain the gains achieved during *Click It or Ticket*.
- Using a combination of enforcement, paid and earned media and targeted local education to supplement *Click It or Ticket*, Massachusetts achieved an 11-percentage-point increase in seat belt use statewide in 2003. While an attempt was made to separate the results from specialized activities under the demonstration grant, the effect of the statewide *Click It or Ticket* efforts was sufficiently large to overwhelm any additive contribution to seat belt use by the demonstration project activities.
- A program that augmented *Click It or Ticket* by targeting male pickup drivers in North Dakota achieved gains in belt use for that group (from 42.1% to 49.5%) and also helped increase belt use for all drivers and passengers (from 57.5% to 63.4%).

## Conclusion

The four State demonstration projects covered here were four of the first six in a series of similar projects designed to examine the benefits of adding locally derived and implemented innovative methods to supplement CIOT. The findings from the four case studies strongly suggest that the basic approach is sound and assisted each of the States in boosting their seat belt use. A final conclusion must, however, await the completion of the second round of demonstration projects that are nearing completion as this report is being written. If these later projects continue to show benefits such as those discussed herein, it will be reasonable to finalize the conclusion that adding innovative approaches to CIOT is a productive activity.

# **APPENDIX A: IDAHO**

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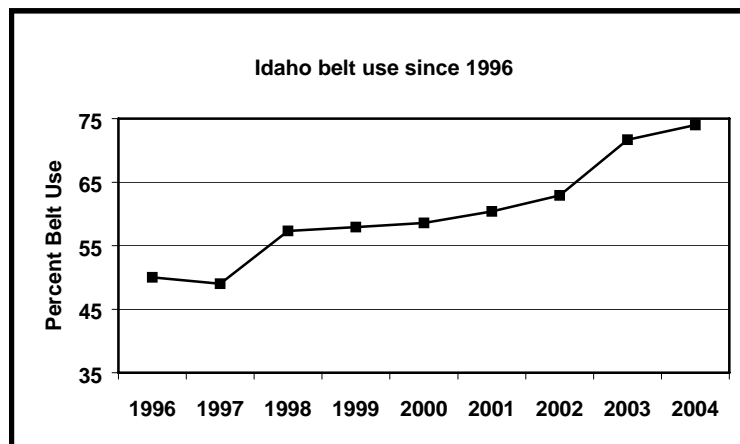
## IDAHO

Idaho's Section 403-funded demonstration project focused on innovative strategies to increase belt use in the eastern part of the State where seat belt use was traditionally significantly lower than in other parts of Idaho. The State built its program around its seat belt mobilization, which followed the CIOT model but was named *Click It, Don't Risk It*. The Idaho program combined enforcement, legislative changes in its secondary law, and media into a coherent program. Several evaluation components were embedded in the program from the outset. The resulting evaluation data was used to define and guide program modifications that enhanced effectiveness.

**Period of Performance:** September 2003 to August 2005.

### Background

The original version of Idaho's secondary seat belt law required that a ticket be written for the primary reason that the vehicle was stopped before a seat belt citation could be issued. Thus, two tickets were required for each seat belt citation. The law applied to front-seat occupants only, and the fine was \$5 – the smallest in the nation. Because there was core support among health and highway safety people for a stronger law, a major revision became effective in July of 2003. Although the revised law is still “secondary” (requires a stop for a primary vehicle and traffic law violation), a ticket for the primary offense is no longer required. In addition, the new law requires all vehicle occupants to be belted, not just those in the front seat. The fine was doubled to \$10, of which \$5 goes to the State catastrophic health care fund to cover crash costs.



### Goal of the Program

At the time of Idaho's May 2004 mobilization, the State's *Click It, Don't Risk It!* seat belt campaign was in its fifth year, and seat belt use had been gradually rising. The objective for the May mobilization was to continue increasing seat belt use in Idaho. The demonstration project enabled the State to place additional emphasis on the Eastern part of the State where belt use remained notably lower than in the rest of the State. The 2004 program was designed to appeal to families in rural areas as well as to young males. The campaign ran in conjunction with a statewide law enforcement mobilization in May in which participating law enforcement agencies

could be reimbursed for overtime or could receive speed detection equipment in return for increased patrol emphasis on seat belts.

## **The Campaign**

The fine for getting a ticket in Idaho for not wearing a seat belt was so low that it likely prevented enforcement and enforcement-related messages from producing as great a general deterrent effect as desired. Therefore, in contrast to the previous year when messages were related almost exclusively to enforcement and the risk of receiving a ticket, the 2004 mobilization messages added an additional focus on “family values.” In this project, the family values message related to protecting family members through seat belt use. The premise was that the combination of an enforcement threat and a message focused on protecting family members might produce a greater effect than the enforcement message alone given the prevailing conditions of a low fine and the need to write a ticket for the primary offense.

The *Family Values Campaign* tells the story of Darlene Root who, along with her family, walked away from a rollover crash because they were wearing their seat belts. Her story was told through television and radio ads as part of the Idaho Transportation Department’s (ITD) *Click It, Don’t Risk It!* program already in place. The campaign reinforced the message that, in addition to the threat of being caught violating the State’s seat belt law, there are other important reasons to buckle up – the family. The program was designed to appeal especially to families in rural areas as well as to young males—two groups known to have low belt use.

Media components included newspaper ads, radio and television ads, and billboards. In addition, the campaign distributed a family values palm card featuring the Darlene Root story with reasons to buckle up, an extended-length video for schools and law enforcement agencies, parking lot signs, and other public awareness material carrying the *Click It, Don’t Risk It!* logo. The Root family story also appeared on the ITD home page and in the department newsletter. Print material included the *Click It* logo – a “buckled” Idaho in red, white, and blue.

The Idaho demonstration project included the addition of three activities to the May mobilization that were carried out only in the eastern part of the State.<sup>3</sup> They included provision of a law enforcement liaison officer to work with the police to increase the quality and quantity of tickets written and stops made, newspaper articles that featured local statistics of fatal and serious injury crashes and included a family values message, and radio taglines on weather and road reports that featured local statistics and a family values message. This was in contrast to the program in the Boise area where taglines carried only an enforcement message.

## **Evaluation**

The program was evaluated by an observational survey of belt use, a public opinion survey conducted by telephone, and a survey conducted at Department of Motor Vehicle (DMV) offices.

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<sup>3</sup> The ITD divides Idaho into six operational ITD districts. This permitted the mobilization to have a varied emphasis as a function of where the activities were carried out.



## **Observation Survey**

After the May 2004 mobilization, a seat belt observation survey following the standard NHTSA protocol was conducted at 100 sites in 16 of Idaho's most populous counties. The survey showed an increase in statewide belt use of 2.3 percentage points over the value obtained the previous year. The new statewide usage of 74 percent remained below the overall national rate of 79 percent but was above the then prevailing rate of 73 percent for secondary law States.

The seat belt usage rate across the State in 2004 (see table below) ranged from a high of over 82 percent in ITD District 3 that covers southwestern Idaho to a low of about 57 percent in District 5 in southeastern Idaho. Belt use in the northern districts (1 and 2) of the State changed little from 2003 to 2004 and remained high. The proximity of ITD Districts 1 and 2 to Washington State with its primary law and fine of \$101 may have affected these rates. The focus of the mobilization on eastern Idaho (which includes districts 4, 5 and 6) was successful because there was a significant gain (5.2 percentage points) in belt use in this region between 2003 and 2004.

<b>ITD District*</b>	<b>2003 Belt Usage</b>	<b>2004 Belt Usage</b>	<b>Percentage Points of Change</b>
1 (North)	76.5%	76.2%	- 0.3
2 (North)	74.3	75.4	+ 1.1
3 (Southwest)	78.8	82.4	+ 3.6
4 (South Central)	59.3	59.6	+ 0.3
5 (Southeast)	53.5	57.1	+ 3.6
6 (Northeast)	59.2	66.3	+ 7.1

\*Eastern Idaho includes districts 4, 5 and 6.

Counties where the most substantial numbers of seat belt tickets were written (Ada in District 3 and Bonneville in District 6) showed significant increases in belt usage. Counties with little enforcement showed little improvement. For example, law enforcement agencies in Cassia County (in District 4) could not work the May mobilization due to lack of sufficient police personnel to handle the many calls they receive for service. With little enforcement, belt use in that county decreased from 54 percent to 42 percent despite a massive paid media campaign.

The total number of seat belt citations written by law enforcement from each district, along with the dedicated hours and citations per hour, are shown in the following table. Overall, ITD Districts 4 through 6 accounted for 35.7 percent of the citations issued statewide and 39.5 percent of the dedicated hours. District 6 made a huge commitment to law enforcement and performed significantly better than the others. It issued the highest number of citations per hour (1.69) and achieved the greatest increase in seat belt usage (7.1 percentage points).

<b>ITD District</b>	<b>Safety Belt Citations</b>	<b>Dedicated Hours</b>	<b>Citations Per Hour</b>
1 (North)	773	912	.78
2 (North)	467	503	.85
3 (Southwest)	4593	3118	1.46
4 (South Central)	534	980	.54
5 (Southeast)	419	729	.47
6 (Northeast)	2289	1245	1.69

Pickup trucks comprise about 30 percent of all registered vehicles in Idaho. Since seat belt usage by occupants of pickup trucks was much lower than the use rate for other types of vehicles, pickup occupants had a strong negative effect on Idaho's overall usage rate. In passenger cars, vans, and SUVs, the 2004 usage rate was 79 percent. In pickups it was 62 percent - 17 percentage points lower.

In south central and eastern Idaho (Districts 4, 5 and 6), fewer than 50 percent of pickup occupants buckled up in both 2003 and 2004. However, the largest percentage increase in pickup truck seat belt use occurred in District 6 where usage went from 37.0 percent to 47.8 percent. Again, this gain was likely due to the strong commitment to law enforcement that was made in this district.

ITD District	2003 Belt Usage in Pickups	2004 Belt Usage in Pickups	Percentage Points of Change
1 (North)	64.3	63.0	- 1.3
2 (North)	60.5	65.5	+ 5.0
3 (Southwest)	69.4	75.5	+ 6.1
4 (South Central)	48.5	42.2	- 6.3
5 (Southeast)	36.9	38.1	+ 1.2
6 (Northeast)	37.0	47.8	+10.8

In addition to the official NHTSA observation survey, all law enforcement agencies involved in the demonstration project conducted their own pre- and post-mobilization seat belt observation surveys. Since these surveys did not have to follow the official NHTSA procedures, data from the two types of observations cannot be directly compared. The surveys of the individual agencies can, however, be tracked over time to estimate whether and how the local mobilization activities influenced seat belt use rates. Viewed in this way, the local agency surveys showed promising results. When the data was summed across all the participating agencies, there was an overall increase in belt use from 67.8 percent to 72.0 percent. It was also encouraging that each ITD district showed an increase in belt use, with the highest percentage points of change being accomplished in Districts 1 and 5, areas emphasized by the demonstration grant. This suggests that the mobilization was successful and did a good job of covering the entire State.

ITD District	Belt Usage Pre-Law Enforcement Survey	Belt Usage Post-Law Enforcement Survey	Percentage Points of Change
1 (North)	69.9	78.4	+ 8.5
2 (North)	75.7	78.5	+ 2.8
3 (Southwest)	78.5	82.5	+ 4.0
4 (South Central)	63.0	64.3	+ 1.3
5 (Southeast)	51.4	57.9	+ 6.5
6 (Northeast)	59.5	62.8	+ 3.3
<b>Statewide</b>	<b>67.8</b>	<b>72.0</b>	<b>+ 4.2</b>

### Public Opinion Telephone Polls

Four waves of telephone surveys were conducted to examine possible changes in attitudes, knowledge, and self-reports of behavior as a function of the mobilizations and associated activities of the demonstration grant. A first wave was completed in December 2003 just after the November 2003 mobilization. Three additional surveys were conducted in 2004 – one in May just prior to the May mobilization; one in June just after the May mobilization; and one in September/October following a renewed but smaller seat belt mobilization. For each wave, 400 Idaho residents were randomly sampled.

**Self-Reported Belt Use.** Participants in the survey were asked how often they used a seat belt when they drove or rode in a vehicle. Even in the first wave, 92.5 percent of the

respondents reported that they used belts either always or more than half the time as compared to the 2003 observed seat belt use value of 71.7 percent. This percentage did not change significantly over time even though the observational surveys, which showed that actual belt use was over 20 percentage points lower statewide, did increase significantly with time. This type of self-report bias is common in surveys of this type. People know that wearing a seat belt is considered desirable behavior so they tend to report it to an interviewer to avoid appearing anti-social. Interviewees in the eastern districts of the State reported lower belt use than did those in other State districts. Females reported higher belt use than did males and Whites reported higher use than did Hispanics. Pickup drivers in the survey reported lower belt use than did drivers of cars, SUVs, and vans – the same pattern seen in the observations. Various breakdowns of the areas of the State were also examined by time and showed no consistently significant changes. Thus, the self-reported seat belt use rate can be characterized as very high and consistent across the waves of measurement, although lower in the eastern districts.

Another question in the survey examined self-reported changes in seat belt use following exposure to *Click It, Don't Risk It*. Over 42 percent of those who reported that they do not always buckle up indicated that they wear their seat belts more since being exposed to the program, as did 52.4 percent of pickup truck drivers and over 47 percent of residents in eastern Idaho. In fact, of the survey areas, eastern Idaho residents reported the largest percentage of individuals who use their belts more after being exposed to the mobilization and demonstration efforts. This data suggests that the combined interventions of the mobilization and demonstration project were effective in reaching at least some of the audiences of most interest.

**Knowledge of the *Click It, Don't Risk It!* Program.** People taking the survey were asked if they had seen or heard anything recently about *Click It, Don't Risk It!* and where they had seen or heard any message they recalled. Recognition was high from the outset and increased over time. In December 2003, 72 percent of those surveyed had heard of the program. This percentage was higher (75.8%) after the May mobilization, and increased to 84.1 percent in the September survey. Residents of eastern Idaho received the messages with at least as much recognition as the remainder of the State. Males and females received the messages about equally. Almost all respondents less than 26 years old (96.3%) saw or heard the messages, as did 85 percent of pickup drivers. Most respondents heard or saw the message on television (75.3%) or billboards (75.1%). Thus, it is a reasonable conclusion that *Click It, Don't Risk It!* successfully transmitted its message to a broad cross-section of Idaho residents. This data is not able, however, to separate the effects of the mobilization from the extra efforts mounted as part of the demonstration project.

The data displays a change in the geographic distribution of those who knew about *Click It, Don't Risk It*. In the December 2003 wave, there was significantly higher awareness in the northern and western areas of the State. The difference disappeared in the May and June 2004 waves. Since the demonstration grant permitted more media attention to be focused on the eastern region during the May mobilization, the observed data pattern showing a leveling across the State would appear to support the efficacy of the demonstration project. In the September 2004 measure, the regions were again statistically significant with central Idaho showing the highest recognition at 91.1 percent and eastern Idaho increasing to 82.0 percent. This is still further support for the impact of both the overall *Click It, Don't Risk It* effort and the demonstration project activities.

**Knowledge/Opinion of the Safety Belt Law.** Several survey questions dealt with knowledge of the existence of a seat belt law, the right of the government to make public safety laws, and opinions on the law's strength and enforcement. People generally knew there was a law requiring seat belt use, but only 6.2 percent knew that the driver had to commit another offense before being stopped and ticketed for not wearing a seat belt. Over two-thirds (68%) agreed that the government had the right to regulate behavior that affects one's health or safety. When comparing eastern and western counties, both regions agreed that the government should regulate safety. Over time, those agreeing or strongly agreeing went from 60 percent to 70 percent in support of the idea. There appeared to be good support for an increase in fines to the \$20 to \$40 level as a means of encouraging people to buckle up. The survey also showed that the mobilization increased worry over the possibility of getting a ticket, although people in Idaho still did not perceive a great threat from seat belt enforcement. As discussed earlier, this is likely caused in large part by the low fine for receiving a seat belt violation ticket and the difficulties facing law enforcement because of the nature of the secondary law.

**Motivations for Safety Belt Use.** The September 2004 survey included a question on the extent to which 10 different potential motivations would actually get the respondent to buckle up. By far the strongest motivations were wanting to be safer (94%) and wanting to set a good example (91%). The next highest motivating factor was bad weather at 80 percent. The relatively high rate of selecting wanting to be safer is not surprising. The fact that the desire to set a good example is almost as strong a motivating factor is, however, noteworthy. It certainly suggests that the family values messages were effective at least at the attitudinal level.

### **The Department of Motor Vehicle Survey**

Prior to the May 2004 mobilization, any increases in seat belt use among Idaho residents living in the eastern portion of the State appeared to lag those living in the western portion of the State. In order to shed some light on possible demographic, knowledge, or attitudinal factors that might account for some or all of the observed difference in belt use between the regions, a survey was conducted over eight consecutive weeks in eight DMV offices spread across seven eastern and western counties. The eight weeks of this survey covered the campaign period. Some key results from the DMV survey were:

- There was higher self-reported seat belt use in the west than in the east. This was consistent with both the observation data and the telephone survey.
- Self-reported belt use increased significantly during the campaign.
- Pickup truck drivers reported lower belt use statewide, but there was no significant difference in their reported use between the eastern and western portions of the State. Thus, it appears that the extra effort added to the *Click It, Don't Risk It!* campaign by the demonstration project activities effectively leveled the two regions.
- Respondents who had recently seen or heard a message on seat belt use reported higher belt use than those who had not. The group that recalled a specific seat belt message indicated even higher belt use than the group that did not specify what they saw or heard.

Taken together, these findings suggest that the *Click It, Don't Risk It!* campaign and demonstration grant produced effects that were consistent with their design intents.

## **Discussion**

Idaho faced a significant challenge in its attempt to increase seat belt use. Its secondary law with a low fine did not constitute a major deterrent. Idaho's approach used the demonstration project funding to integrate a detailed evaluation into an ongoing enforcement and education campaign and used the evaluation outputs to modify the campaign to increase its effectiveness. The results strongly support the conclusion that both the educational efforts of the campaign and the enforcement components of the mobilizations were successful in increasing seat belt use and in creating meaningful changes in knowledge and attitudes. In particular, focusing messages on certain groups and regions of the State appears to have worked, as did incorporation of a family values oriented message. The increase of 5.2 percentage points in seat belt use in eastern Idaho, an area previously resistant to State seat belt mobilizations, was noteworthy. The importance of a strong law enforcement emphasis in increasing seat belt usage was confirmed. The evaluation also highlighted a prevailing belief that stronger laws and higher fines are needed to produce even greater increases in seat belt use, particularly among pickup drivers whose low usage rate is suppressing the State's numbers. This finding may be helpful in prompting Idaho to adopt a primary seat belt law.

# **APPENDIX B: KANSAS**

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## KANSAS

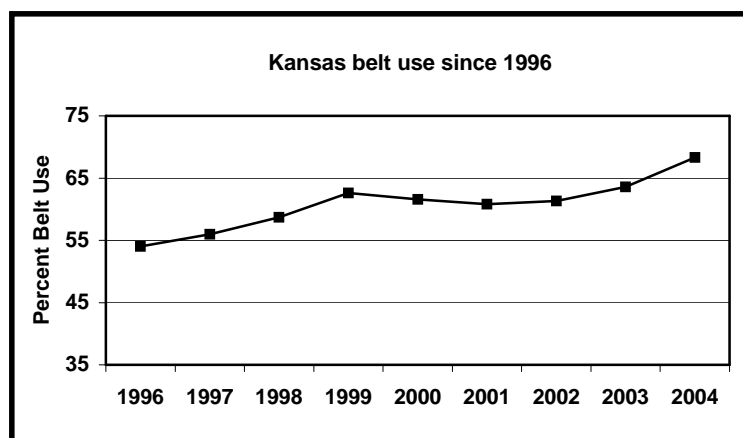
Kansas used the 403 cooperative agreement funds to augment its CIOT mobilization with an enhanced statewide evaluation and with a highly focused and thoroughly evaluated corridor enforcement program. The statewide results of CIOT were encouraging and showed a meaningful increase in seat belt use. The corridor enforcement efforts, while carefully planned and executed, did not increase belt use. However, the level of belt use in the corridors achieved by CIOT appeared to be sustained for a longer period than expected, a possible benefit from the corridor enforcement efforts. The extensive evaluation data on the corridor enforcement also provided interesting insights into the potential for future use of this technique.

**Period of Performance:** August 2003 to May 2005.

### Background

Kansas followed the national trend when it adopted its secondary enforcement seat belt law in 1986. That law requires law enforcement personnel to have a primary reason for stopping a vehicle and to issue a primary citation on that violation before a seat belt ticket can be issued. The fine for a seat belt violation is \$10.

Kansas is vast in size but condensed in population. Eighty-five percent of its residents live in the eastern portion of the State, where seat belt use has been significantly higher than in the more rural areas of the remainder of the State. Not surprisingly, these rural areas account for 75 percent of the State's crash fatalities. Educational resources in these rural areas have been fewer than in more urban areas. In addition, some law enforcement personnel do not use seat belts when on patrol. Many Kansans possess an element of apathy towards government and interference. Many choose to ignore the law to wear seat belts. This was certainly evident as Kansas ranked 46<sup>th</sup> in the Nation for seat belt use prior to conducting its first CIOT mobilization in May of 2004.



### Goal of the Program

The 2003 official seat belt use survey showed belt use in Kansas was 64 percent. The goal of the 2004 CIOT program was to achieve a meaningful increase in that rate. In addition, under a separate cooperative agreement with NHTSA, Kansas aimed to increase (or at least

sustain over time) any gain obtained by the 2004 CIOT program by implementing a corridor enforcement activity and supporting media. That activity would involve extensive seat belt enforcement conducted on selected Kansas highways for a period of five months (July-November 2004) following the 2004 May mobilization.

### **The CIOT Campaign**

Material developed for the CIOT program included four 30-second television public service announcements (PSAs) with law enforcement officers as the spokespeople. One spot used a female officer, and two of the officers represented minority populations – one African-American and one Hispanic. The TV spot with the Hispanic officer was produced in both English and Spanish. Corresponding radio spots were developed with these same law enforcement officers. Two posters were produced in large quantities and mailed to school principals in Kansas Unified School Districts and to members of the Kansas Petroleum Marketers Association. A letter accompanying the posters asked the recipients to display them publicly during the month of May and thanked them for their participation during the CIOT mobilization. The school districts also received eight short scripts to be read as part of morning school day announcements between May 12 and May 21.

As part of its CIOT activities, Kansas shared the TV spots with law enforcement agencies during eight luncheons held statewide prior to the May mobilization. The Kansas seat belt laws addressing adults and children were also reviewed. Each luncheon strived to educate and motivate law enforcement to join the CIOT mobilization. Instructions for reporting activities during the CIOT mobilization were shared, as were requirements for making an agency eligible for project financial incentives. Seat belt survey results for the eight luncheon locations were also available to help draw attention to the numbers of unrestrained individuals in the officers' respective jurisdictions. Of 326 agencies invited to attend the luncheons, 119 attended and 63 participated in CIOT and were grant-funded. These luncheons provided an opportunity for them to meet and share information with dozens of sheriffs and chiefs of police with whom there had previously been little or no contact.

### **Evaluation**

The Kansas CIOT program and demonstration project were evaluated using observation surveys of belt use, a telephone survey and a special corridor enforcement project evaluation.

#### **Observation Survey**

Success of the Kansas CIOT program in achieving its goal of increasing seat belt use with the May mobilization was determined by a series of mini-surveys of belt use. These were conducted prior to the CIOT program (April), during the May mobilization (June) and several months after the program ended (October). These mini-surveys used the same data collection methodology that is used for the annual official Kansas survey but at a randomly selected subset of the sampling locations used to derive the statewide usage rate. The data showed an April belt use of 59.3 percent, a June belt use of 65.9 percent and an October belt use of 67.5 percent. These values are consistent with the official statewide usage rate of 68.3 percent measured during the mobilization. The continued higher belt use in the final measurement is particularly encouraging. It suggests that the combined efforts mounted in Kansas may have had an effect that endured for longer than is typical after a major mobilization.

## Telephone Survey

A telephone survey was conducted of 470 licensed Kansas drivers to determine their attitudes about seat belts and seat belt usage as input to the planning of the Kansas interventions. The survey results were broken down for three regions of the State—the Northeast part of the State (Kansas City area, Lawrence, Topeka), the Wichita area and rural Kansas. Since the survey was for planning purposes and was collected only once, it does not specifically indicate the impact of the 2004 CIOT mobilization. It was, however, useful in formulating the program and in understanding what knowledge and attitude issues must be addressed in the future. Selected findings included:

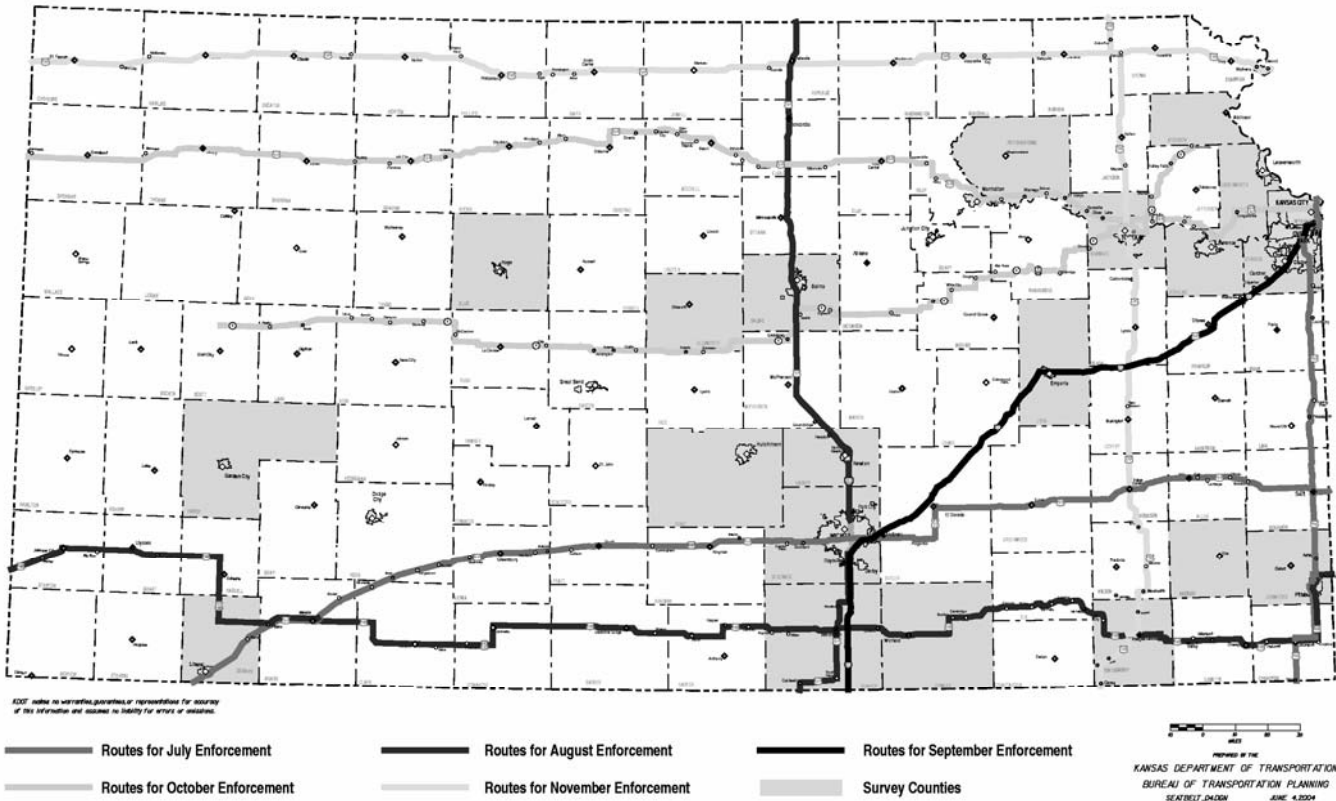
- More than three-fourths (77.7%) of Kansans say they buckle up always or almost always when in the front seat of a vehicle. Highest use was reported in the northeast area and lowest in rural areas.
- More than three-quarters of those surveyed said current law mandates adult seat belt use in the front and back seats of vehicles.
- Just over one-quarter knew that a police officer cannot stop a driver when a seat belt is the only offense.
- Nearly everyone (94%) said it is mandatory for children to be buckled in both front and back seats.

The survey results are not surprising given the findings of similar national and State surveys. People overestimate their use of seat belts because they think that is what the interviewer wants to hear. The higher self-reported use in the more urban areas of Kansas is also consistent with other survey and observation results. It is not unusual for only a small percentage of the population to realize that seat belt stops cannot be made without a primary violation in secondary law States. Apparently, most people think of enforcement of seat belt laws in the same context as all other laws—the police can stop you for a violation—even in secondary law States.

## Corridor Enforcement

Following the May mobilization, official observational survey results showed an increase in the belt use rate for Kansas of four percentage points. Statewide seat belt use had risen from 64 percent to 68 percent after the media campaign and the May mobilization. Kansas then initiated the *Kansas Corridor Enforcement Project*, an innovative demonstration project designed to increase or sustain the 68 percent rate. The program involved an increase in enforcement on selected Kansas highways or corridors and the implementation of a localized media campaign to support the enforcement activity. The activity took place over a five month period. All highways were selected because they are the most traveled two-lane highways in the State. Four-lane highway I-35 was the exception, chosen as the September enforcement corridor. This corridor was done in partnership with all other States from Canada to Mexico that I-35 passes through. With the exception of I-35, one east-west-running corridor was chosen to enforce simultaneously with a north-south-running corridor. The east/west corridors covered approximately 300 to 400 miles each, and the north-south corridors covered approximately 200 to 250 miles each. K-4 was the only non-Interstate or U.S. highway chosen.

## Kansas Safety Belt Enforcement Corridors



The project included extensive evaluation from the outset to help guide the implementation and to assess the results. Based on the findings of the evaluation, two different corridor enforcement approaches were tried.

### The Initial Corridor Enforcement Approach

Eight of the most traveled two-lane highways in Kansas and one four-lane highway were selected for the project.

Each highway received one day of heavy enforcement over a five-month period. The period from July through November 2004 was selected to capitalize on the momentum gained in the May mobilization. These dates also coincided with NHTSA's national events and major holidays. Each corridor had high traffic flows and serious crash rates. Portions of these corridors are also in areas where some of the seat belt surveys are conducted as they cover populous areas

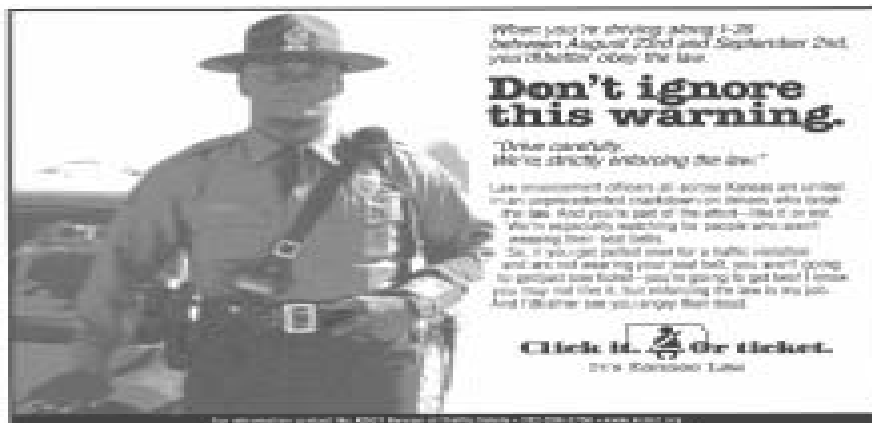
of Kansas. One hundred fifty-three (81.5%) of the 293 police agencies residing along the corridor routes participated in the project. See the table below.

DATE	CORRIDOR	AGENCIES ON ROUTE	PARTICIPATING AGENCIES	REPORTING AGENCIES
07-01-2004	U-54	22	19	15
	U-69	12	11	10
08-05-2004	U-81	20	19	17
	U-160	25	17	13
09-02-2004	I-35	16	16	13
10-07-2004	U-24	31	21	19
	K-4	21	15	12
11-24-2004	U-36	26	18	14
	U-75	20	17	17

Four law enforcement luncheons were held across the State during July. These luncheons provided an opportunity to thank agencies that participated in the CIOT mobilization and to motivate them to participate in the corridor enforcement project and future events. The luncheons also served as an opportunity for law enforcement to provide feedback on the successes and challenges with CIOT. Certificates of CIOT participation were given to all participating agencies.

Equipment incentives were provided to law enforcement agencies that participated in the corridor project. Agencies that successfully submitted corridor activity reports were awarded \$250 per agency per enforced corridor. The funds could be applied towards selected traffic safety equipment. Of the 153 participating agencies, 109 were eligible to receive incentives, and 50 applied for them. The low percentage of applications (45%) was found to be due to the fact that funds earned by several of the participating agencies were likely to be funneled directly into their city or county general funds. As such, they were not necessarily available for use by the participating law enforcement agencies. The lesson learned was that future efforts would be better served by providing equipment directly to the police agencies rather than giving them funds for a purchase.

As a cost effective way to communicate with the targeted audience, radio PSAs, and newspaper ads were chosen as media for the corridor project. Media buys allowed for two



weeks of advertising per enforcement period in each corridor. Radio and newsprint ran the week prior to the enforcement date and the week of enforcement.

Newspapers were selected to reach cities and counties surrounding the highway corridors being enforced. Ads appeared in daily and

weekly newspapers across Kansas, and localized press releases were distributed.

Face-to-face media tours were made on the week prior to enforcement. These visits appeared to be well received. Reporters expanded on the releases and interviewed law enforcement and highway safety personnel prior to the corridor enforcement date.

Activity	July	August	September	October	November
Corridor Enforcement	July 1st 69 HWY/US 54	August 5th US 81/US 160	September 2nd I-35	October 7th K-4/US 24	November 24th US 36/US 75
Radio and Newspaper Campaign	6/21-7/3	7/26-8/7	8/23-9/4	9/27-10/9	11/15-11/27

The radio buy included 12,967 60-second commercials for the entire 10 weeks of advertising. The spots ran through a statewide radio network of 39 stations and spot radio stations in Kansas metro markets. This combination provided coverage in every market area surrounding the enforcement corridors, including western Kansas. Each month the network stations broadcasting near corridor enforcement zones received a general message localized with information about the highways included in the enforcement. The network stations broadcasting outside of that month’s enforcement zone received a general message about highway safety. Earned media accounted for 5,580 commercials through the statewide network. In addition, a total of 153 daily and weekly newspapers were reached across Kansas.

Seat belt use was measured on four of the nine corridors – US-54, US-81, US-24 and US-75. The data showed a *decrease* in belt use on all but one of the four corridors. In that corridor (US-75), belt use increased from 57.4 percent to 67.8 percent. However, the increase was obtained on the day before Thanksgiving and likely included more transient traffic than typically travels on that corridor. In contrast, measurements on other corridors were assumed to be largely of local traffic. The corridor belt use measurements are not necessarily representative of statewide belt use data because the corridor locations were selected for their low seat belt use rates. It also must be remembered that the “before” or “pre-” measure of seat belt use in the corridors was actually taken just after the CIOT program. Some decrease in belt use in the months after the peak usage immediately following a CIOT mobilization is not unexpected and has been seen in almost all States that have implemented the program.

### **The Revised Corridor Enforcement Project**

A major conclusion derived from the evaluation of the initial corridor project was that one day of enforcement and associated education spread over a corridor of a significant length was not sufficient to cause a positive change in belt use. An additional, smaller-scale test was therefore conducted with an altered approach in an attempt to correct the apparent problems noted with the original corridor test. The revised test was conducted in March 2005 on one

Kansas corridor—US-59. It included a two-day program of information dissemination followed by a four-day heavy enforcement period on two much shorter spans of the tested Kansas highway. Both spans are heavily traveled two-lane highways. The primary focus of this evaluation was to determine if the level of enforcement applied in the initial program had been insufficient to get an effect. Measures of belt use prior to the interventions were taken. Then the two interventions were applied. Their effect was measured by observing belt use during the intervention days and again some weeks later.

The results show (see table below) that the percentage of seat belt use on US-59 prior to any intervention was in the mid-50s. An increase was obtained on the first day of the information intervention, followed by a drop below the pre-intervention rate on the second day. This is a curious result that may be just statistical variation. On the first day of the enforcement intervention, belt use approximated that of the pre-intervention period. It then increased to near the 60 percent level for the remaining enforcement days. During the post-intervention measurements, belt usage returned to the pre-intervention level.

The fact that belt use went up during the revised, more intensive enforcement intervention on this single corridor and did not increase during the initial corridor activities suggests that one enforcement day is not sufficient. The more aggressive intervention did produce an effect in the desired direction, but it seemed to wear off relatively quickly. Thus, the detailed Kansas evaluation under the demonstration project did not produce any substantial support for the corridor enforcement approach.

Type of Intervention	Day of Week	% Belt Use Pre-Intervention	% Belt Use During Intervention	% Belt Use Post-Intervention
Information	Monday	56.3%	58.0%	58.3%
	Tuesday		51.4%	
Enforcement	Wednesday	55.5%	55.2%	55.5%
	Thursday		62.8%	
	Friday		61.5%	
	Saturday		59.6%	

## Discussion

Overall, the CIOT program in Kansas was successful and resulted in an increase in seat belt use of 4 percentage points. The original version of the corridor program mounted by the demonstration project, however, did not have its intended effect. The corridors were too large, they were surrounded by small departments with low personnel resources, and the enforcement days were too few to produce an effect on seat belt use. The revised corridor program that included two information days followed by four enforcement days on two short spans of one Kansas corridor did not increase belt use further but possibly succeeded in achieving its goal of helping Kansas maintain its 4-percentage point gain. Also on the positive side, a stronger relationship was established between traffic safety personnel and both the law enforcement agencies and the media. The agencies became more aware of the seat belt problem and issued more citations and fewer warnings. The Kansas Bureau of Traffic Safety emerged as a more user-friendly organization with fewer requirements for paperwork.

The participating police agencies and the Kansas Bureau of Traffic Safety decided not to continue with the corridor enforcement approach since the evaluation did not support its effectiveness. Thus, the evaluation provided by the demonstration project through the cooperative agreement from NHTSA was an effective research tool and aid to management decision making.



# **APPENDIX C: MASSACHUSETTS**

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## MASSACHUSETTS

The Massachusetts 403 demonstration project enhanced the *Click It or Ticket* (CIOT) program by including multiple levels of education and enforcement applied by local police agencies. In order to examine the effects of these levels, a detailed evaluation was conducted in six selected communities in addition to the statewide assessment of the mobilization. As part of its demonstration project, Massachusetts also held a large seat belt conference after the CIOT campaign to share lessons learned and keep the subject of seat belts in the forefront.

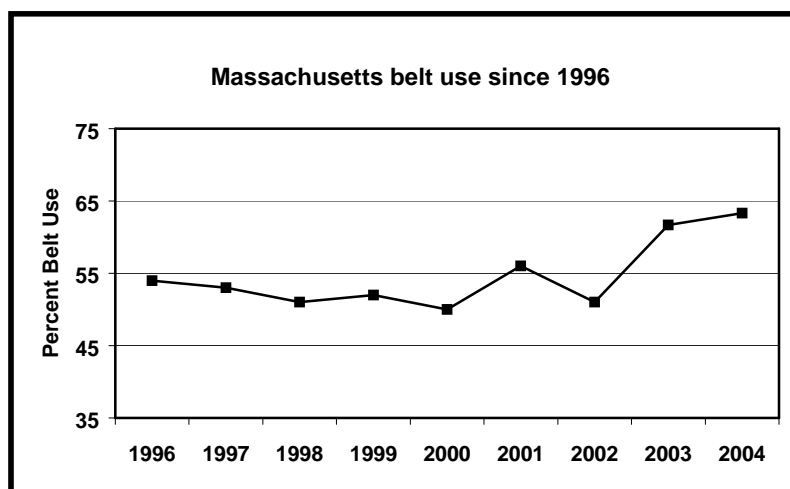
**Period of Performance:** September 2002 to March 2004

### Background

Massachusetts has a relatively educated and affluent population. Both of these characteristics are typically related to higher seat belt use. However, historically, Massachusetts has had one of the lowest seat belt use rates in the Nation. The seat belt use rate in 2002 (at the start of the project) was only 51 percent.

Mandating seat belt use has been a controversial topic in Massachusetts. The State passed a primary seat belt law in 1985 and repealed it a year later. Then, Massachusetts had no seat belt law until 1994, when a secondary law was passed and survived a referendum challenge later that year. That law requires the driver to be stopped for a motor vehicle violation or some other offense before a seat belt ticket can be issued. There is a \$25 fine.

The Massachusetts Governor's Highway Safety Bureau (GHSB) has previously supported seat belt education and has funded extra traffic enforcement that gave equal priority to seat belts, DUI, aggressive driving, and speed. However, no clear enforcement message was used with the supporting earned media regarding seat belts, and no paid media were employed. No measurable increase in seat belt use was achieved from these prior programs.



### Goal of the Program

In an effort to increase seat belt use, Massachusetts launched its first ever CIOT campaign in 2003. The State adopted the full CIOT model as endorsed by NHTSA. The

primary goal of the 403 demonstration project was to determine the effect on seat belt use of adding community level seat belt education, enforcement and media. As such, the campaign employed both paid and earned media and tested use of extra enforcement and extra localized education campaigns. The result was that, in June and July of 2003, statewide observations showed a belt use rate of 62 percent—an increase of 11 percentage points over the rate obtained in November of 2002 and the State’s highest use rate ever.

### **Statewide Media Campaign**

The entire State of Massachusetts received a media campaign that included both paid and earned media. Paid media consisted of a general-audience television and radio ad called “Excuses.” Produced in both English and Spanish, the “Excuses” ad showed individuals giving reasons why they did not buckle up. Supporting radio ads featured an emergency room nurse and a group of male teens who had lost an unbelted friend in a crash.

Earned media included items generated by news releases. It also included the intermittent display of the words *Click It or Ticket – Safety Belts Save Lives* on 16 State fixed and 80 portable variable message signs placed along highways.

### **Multilevel Intervention Approaches**

The Massachusetts demonstration project examined the following three different levels of intervention:

**Statewide Media Only:** Some communities received only the paid and earned media plus “normal” enforcement. This was the basic intervention for all communities.

**Level I—Statewide Media Plus Special Enforcement:** Police departments in 106 communities received grants to provide heightened enforcement to supplement the Statewide media.

**Level II—Statewide Media Plus Special Enforcement and Localized Education:** An additional 76 police departments received grants to provide both heightened enforcement and special localized education campaigns. The departments had to implement three different education programs selected from the following options: seat belt pledge drives, seat belt surveys and feedback signs, incentive distributions, public awareness campaigns, buckle-up week, and thank you ticket campaigns. To assist with conducting these initiatives, GHSB made five regional training sessions available and provided technical assistance and web-based promotional materials.

The purpose of the evaluation component of the project was to examine the contribution of these levels of intervention to observed belt use, knowledge, attitudes and self-reported behaviors related to seat belt use in the sampled communities.

### **Enforcement**

During the May mobilization, the 182 Level I and II departments generated 5,766 extra patrol hours, made 14,644 stops, and issued 4,923 seat belt/child safety seat citations. Extra

enforcement support was also provided by the Massachusetts State Police and by 103 local Massachusetts Police Departments who participated on a voluntary basis.

## **Evaluation**

The primary evaluation measure was the change in the statewide seat belt use rate from before to after the campaign. This was evaluated by observations at selected locations in accordance with NHTSA's standard data collection design. In order to be able to relate any observed changes to the campaign, the statewide evaluation also included a telephone survey of self-reported seat belt use and awareness of the *CIOT* program.

In addition to examining changes in statewide seat belt use, the Massachusetts evaluation attempted to assess any differential effects of the three levels of intervention. To accomplish this evaluation, two communities were chosen to represent each of the three levels. All six of these case study communities were selected on the basis of population, median income, highway access, proximity to the University of Massachusetts (the program evaluator), and comparable suburban land use patterns. Baseline data on seat belt use was not available as an aid to matching the sites during selection. The communities selected were:

- Statewide Media Only      Agawam and Leominster
- Level I                      West Springfield and Westfield
- Level II                      Dartmouth and Milford

Evaluation measures for the case studies in the six selected communities consisted of observed seat belt use and a localized awareness survey. The survey was conducted for six consecutive weeks in the offices of the Registry of Motor Vehicles (RMV) closest to the six locales. Patrons waiting on line for license or registration renewals were asked to complete a one-page questionnaire in English or Spanish that addressed seat belt use and exposure to enforcement and media efforts.

### **Statewide Seat Belt Use**

The campaign's primary objective was to increase seat belt use across the State. It accomplished a jump of 11 percentage points from before to after the program. This significant increase was confirmed by the results of the statewide observation survey and the three case studies.

### **Statewide Knowledge, Attitudes, and Awareness**

Two 1,000-person statewide telephone surveys conducted in August 2002 and June 2003 provided before-and-after campaign information on self-reported belt use, knowledge of the Massachusetts seat belt law, perception that the law would be enforced, and awareness of the *CIOT* campaign. As shown in the table below, with the exception of self-reported belt use, which declined for some unexplained reason, the survey showed increases in all other program measures.

The increase of only four percentage points in people who knew Massachusetts had a seat belt law is not unreasonable given the high proportion of the population that knew about the law before the campaign. All of the other measures increased markedly. The dramatic changes in

those who had recently seen or heard messages about the enforcement of traffic safety and who knew the increased enforcement was about seat belts are particularly supportive of the effectiveness of the overall program.

Survey Topic	Percent of Responses Before <i>CIOT</i>	Percent of Responses After <i>CIOT</i>	Percentage Points of Change in Responses
Always wear seat belt	79%	72%	-7
Know of law's existence	81%	85%	4
Enforcement likely/very likely	31%	58%	27
Heard messages on enforcement	18%	77%	59
Knew enforcement pertained to belts	8%	91%	83
Heard of <i>CIOT</i>	7%	47%	30

The decrease in people who stated that they always wear their seat belts is curious in light of the large observed increase in belt use. It is important to note that even after the decrease, the percentage of people who say they always use their belts is higher (72%) than the observed rate of seat belt use (62%). Perhaps the intense debate surrounding a proposed primary seat belt law at the time of the May mobilization somehow influenced the way people chose to report their seat belt use.

### Case Studies

The purpose of the three case studies was to examine the contribution of various levels of intervention on observed belt use, knowledge, attitudes, and self-reported behaviors related to seat belt use in the sampled communities.

**Belt use observations.** Observed seat belt use rates increased from before (November 2002) to after (May 2003) the program in each of the six communities as shown in the table below. The increases ranged from two percentage points in one of the Statewide Media Only sites (Agawam) to 17 percentage points in one of the Level II sites (Dartmouth).

Intervention Type	Community	Belt Use Before Program	Belt Use After Program	Percentage Points of Change in Belt Use
Statewide Media Only	Agawam	48%	50%	2
	Leominster	47%	58%	11
Level I	West Springfield	51%	63%	12
	Springfield	59%	68%	9
Level II	Dartmouth	50%	67%	17
	Milford	50%	58%	8

On average, seat belt use in these case study sites went up just slightly less than the statewide total of 11 percentage points. Even though there was an increase in seat belt use in each studied community, there was no clear-cut advantage for any of the three intervention types. There was, however, a tendency towards the greatest gains in the Level II communities (statewide media plus special enforcement and localized education) and the smallest gains in the Statewide Media Only sites. This is consistent with the strategy of the campaign.

**RMV survey.** In order to examine exposure to the program and changes in attitudes and knowledge of belt use in the case study communities, a survey (in English and Spanish) was conducted for six weeks (April 28 to June 6, 2003) in RMV offices. For purposes of analysis, the first two weeks were considered to be “pre-” data, the second two “during” data, and the last two “post-” data. Self-reported belt use was significantly higher in each successive period (pre-, during, post-). From pre- to post-, the individuals reporting that they always wear their belts increased by 8 percentage points (from 67% to 75%).

There was a significant increase in people who said they saw or heard something about seat belts as the mobilizations progressed. Most people heard the messages on television. Prior to the campaigns, 59 percent of the sample said they had heard messages on television. During the campaign, this increased to 67 percent. After the end of the mobilization, 75 percent of the respondents in the survey indicated they had previously seen a message on TV. Radio was mentioned during the pre-, during, and post-period survey samples by 26, 29, and 37 percent of the respondents, respectively.

The survey also included questions about exposure to police enforcement and various media material. Across all three time periods and the three test levels, 8 percent of the sample said they went through special enforcement where the police were looking for seat belt use in the preceding month, and 14 percent said they had received educational handouts about seat belts from the police. Thus, police interactions were reported much less frequently than mass media exposures, but, still, a significant number of people reported a seat-belt-related encounter with the police.

## **Seat Belt Conference**

At the completion of the mobilization and demonstration project, 65 traditional and non-traditional partners were invited to a Massachusetts seat belt conference. The non-traditional partners included people and organizations needed to expand support for Massachusetts seat belt efforts. The purposes of the conference were to provide information about belt use statistics and strategies used in Massachusetts and other States and to generate recommendations to increase belt use in future mobilizations. The conference was seen as a productive conclusion to both the State’s first CIOT campaign and the activities of the demonstration project. Several of the conference recommendations were included in the State’s Highway Safety Plan and incorporated into plans for upcoming campaigns/mobilizations.

## **Discussion**

The 11-percentage point increase in seat belt use from 2002 to 2003 indicates that the *CIOT* program (particularly the May mobilization) was successful. The increase in knowledge about the law and the *CIOT* program also suggest that the May mobilization was successful in reaching Massachusetts residents. The large number of people who mentioned hearing TV and

radio messages in the surveys strongly suggests that the addition of paid media to the campaign was worthwhile. The fact that the study communities at all three treatment levels experienced similar increases in belt use and knowledge likely indicates that the paid TV and radio messages were extremely powerful and simply overwhelmed the other types of interventions.

Although there was no measurable difference among the intervention levels in the case studies, it is not unreasonable to conclude that the unpaid media amplified the effectiveness of the paid media. In particular, the 16 fixed and 80 portable variable-message signs and the large increase in police activity were excellent reminders of the advice presented in the mass media.

The 2002-2003 *CIOT* campaign was the first Massachusetts seat belt mobilization that included a clear, statewide enforcement message coordinated with special enforcement initiatives. Feedback from the many participating police agencies clearly indicated that they supported the *CIOT* campaign and had little or no difficulty implementing the *CIOT* activities.

In summary, the Massachusetts *CIOT* campaign successfully increased seat belt use in the State and engaged the enforcement community in the statewide effort. There was, however, no clear-cut advantage for any of the three tested intervention types, given the overwhelming impact of the high visibility paid media statewide campaign.

In spite of a legacy of low seat belt use and strong resistance to a primary seat belt law, the GHSB made progress in getting people to buckle up and clearly increased its own commitment to higher seat belt use. GHSB continued to expand community-level seat belt initiatives, in particular using Web-based program templates to provide communities with material such as literature, sample press releases and proclamations, give-away items, and seat belt use feedback signs. *CIOT*/seat belt efforts were supported vigorously for several years after the demonstration project.



# **APPENDIX D: NORTH DAKOTA**

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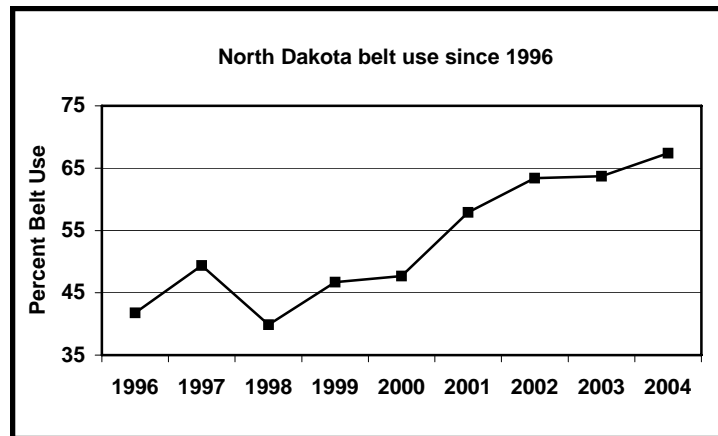
## NORTH DAKOTA

As a first step in achieving an overall statewide increase in seat belt use, North Dakota analyzed its seat belt problem. The results indicated that pickup truck drivers, particularly male pickup drivers, have a low belt use rate and a higher than average risk of a serious crash. As a result, North Dakota focused its 403 demonstration project on using education supplemented by enforcement to increase seat belt use by this group.

**Period of Performance:** September 2002-March 2004

### Background

North Dakota is a sparsely populated rural State. Under a secondary seat belt law, historical belt usage has been well below the national average, particularly among drivers of pickup trucks. Over the years from 2001 to 2003, the North Dakota Department of Transportation (NDDOT) Drivers License and Traffic Safety Division used its Section 403 demonstration grant funds to increase seat belt use through a series of intensive statewide campaigns. These enforcement and PI&E campaigns produced a steady and quite meaningful increase in belt use. In 2000, North Dakota's belt use rate was 47.7 percent. At the start of the 2003 campaign, data from the previous year (2002) showed that the rate had risen to 63.4 percent.



### Goal of the Program

The basic purposes of NHTSA's Section 403 demonstration projects are to raise seat belt use by conducting problem identification and by focusing on those segments of the population that research has shown buckle up the least and are at high risk for a crash. The 2002 national observational surveys showed that only 43.8 percent of North Dakota's pickup truck drivers wore their seat belts compared to 61.8 percent of those driving passenger cars, 63.4 percent of those driving SUVs and 70.0 percent of those driving vans. The rate for male pickup truck drivers was even lower at 41.5 percent.

Traditionally, male pickup drivers have been the lowest users of seat belts in rural States not just in North Dakota. It was therefore of interest to both NHTSA and NDDOT to focus the North Dakota program on pickup drivers with the specific goal of increasing their belt use to

50 percent, an increase of 6.2 percentage points. Of this group, male pickup drivers would be the primary target of the campaign. An increase in belt use by pickup drivers would also raise the statewide seat belt use rate significantly and protect more of the higher risk road users.

## **The Campaign**

North Dakota made extensive use of research to guide the design, implementation and evaluation of the program. The initial research focused on media choices and message development. The program started in December of 2002 and lasted one year.

### **Pre-Campaign Research and Activities**

Male pickup truck drivers in North Dakota are an independent group who do not want to be told what to do. The initial research therefore focused on testing messages that would serve to motivate male pickup drivers to *choose* to use their seat belts and to *remember* to use them. Also, in order to make a valid assessment of any change in belt use by male pickup drivers, a current measure of their belt use was needed. Pre-campaign research therefore included a survey of experts in the field of traffic safety, a telephone survey of male pickup drivers, and a round of seat belt observations.

**Expert survey.** The first pre-campaign step was an e-mail survey of individuals in North Dakota who were identified by NDDOT as experts in the field of traffic safety. Out of a field of 95 individuals invited to respond, 42 experts responded to the survey. Surveys were sent by regular mail when e-mail addresses were not located. The purpose of the survey was to gather information on pickup truck driver attitudes that would be useful in developing the campaign. The experts believed that pickup drivers think their vehicles are safer because i pickups are larger than other vehicles. They also noted that male pickup drivers have a greater concern about hurting their passengers than about injuring themselves.

As part of the survey, the experts were asked to list things that might motivate a male pickup driver to buckle up. The top three motivators listed were:

- Being asked by a child to wear a seat belt;
- Fear of losing a loved one; and
- Fear of leaving family/friends behind.

**Telephone survey.** The second step was a telephone survey of 400 male licensed North Dakota drivers (age 18+) who identified a pickup as the vehicle they drive most often. The survey addressed self-reported information on belt use, the likelihood of belt use under various conditions, the perceived risk of getting a ticket for driving without using a seat belt and reactions to possible motivational messages. The telephone survey results supported the opinion of the experts that concern for hurting oneself is outweighed by concern for hurting passengers. The prime motivators for seat belt use were also similar to those predicted by the experts. The attitude that a pickup is safer than other vehicles because it is larger was not, however, confirmed by the telephone survey of pickup truck drivers.

**Seat belt observational survey.** The third pre-campaign activity consisted of a statewide observational seat belt survey. Conducted in late April of 2003, the results of this survey provided baseline data against which to compare post-campaign belt use. Both pre- and

post-observational surveys were conducted using the standard NHTSA protocol with all types of vehicles being surveyed. The observational surveys were conducted at 64 sites in 16 North Dakota counties.

### **Marketing Plan**

Based on the pre-campaign research, the positioning statement “*Pickup the habit for someone you love*” was selected for the campaign since it was found to resonate with pickup drivers. The statement includes a subtle double meaning for the word “pickup.” The media campaign included four components—radio, posters, public relations, and television. The campaign started in the summer of 2003 with radio spots since pickup use is high during the summer. The remaining media material was phased in according to a predetermined distribution plan. It is interesting that a high-visibility enforcement message was not selected by the State even though it is the primary focus of *Click It or Ticket* programs. First, there was no political support for this type of message from key members of the State government. Second, the research among experts and pickup drivers strongly highlighted the potential effectiveness of a message focused on avoiding being the cause of an injury to a loved one. Therefore, the decision-makers in the State program selected the “softer” motivational approach in lieu of an enforcement-oriented message.

### **Enforcement Plan**

No special enforcement efforts were put in place for this campaign. However, North Dakota was receiving Section 157 Innovative Grant funds that supported high-visibility enforcement operations several times throughout the year. One of these operations, the State’s November 2003 Thanksgiving Occupant Protection blitz, briefly overlapped with the *Family Values* Campaign.

**Radio.** Two original 30-second radio ads were created for the summer radio campaign—“*Pickup the Habit*” and “*Someone You Love.*” The first ad sympathized with pickup drivers for not yet having gotten the habit of buckling up since they are in and out of their vehicles so many times each day. The second ad uses a child and then a woman asking a man to buckle up. The format of both is similar—one hears the seat belt warning sound, the child says, “*Daddy,*” the seat belt clicks and the child says “*Thanks, daddy.*”

**Posters.** Posters showing a seat belt and the words “*Pickup the habit for someone you love*” were distributed twice—once in July 2003 in conjunction with the radio campaign and again in October coordinating with the television campaign. During each distribution, 2,229 posters were distributed statewide through soft drink distributors to gas stations and convenience stores along their routes. In addition, 1,559 posters were mailed to types of businesses frequented by pickup drivers.

**Public Relations.** A statewide contest asked children under 16 to give reasons why their father/grandfather/uncle should buckle up. The contest was announced through a news release. Twenty-five responses were received. Winners received congratulatory letters and prizes. A public service announcement was made from the responses.

**Television.** The original television concept was called “*The explanation.*” It shows a couple being interviewed at home. The man explains that he buckles up out of habit because of

the way his wife/girlfriend explained it to him. A humorous slapstick scene follows that shows the woman demonstrating what would happen to him if he was involved in a crash while unbelted. In the initial version she thumps him into the steering wheel. Concerns were expressed about the “violence” in this ad so it was revised to remove the sequence showing the point of impact. The revised ad was released as scheduled. It was, however, subsequently pulled when a columnist wrote a negative article on the ad that generated undesirable publicity.

## **Evaluation**

The primary evaluation measures were observations to determine actual belt use before and after the campaign implementation and a follow-up telephone survey. These showed that the program was successful in achieving its goals.

### **Observational Survey**

Observational surveys of seat belt use were conducted before and after the campaign. As shown in the table below, the observations showed an increase in belt use from pre- to post-campaign for both drivers and passengers of all vehicle types. The largest increase was 9.7 percentage points for pickup truck passengers—belt use for this group went from 42.1 percent to 51.8 percent. It must be noted that this group started with the lowest belt use. Thus, a large change may have been somewhat easier to achieve. On the other hand, because of their low use, pickup passengers were likely particularly resistant to changing their behavior. Therefore, achieving a change this large was still a significant achievement.

Statewide, belt use by pickup drivers went from 44.4 percent to 50.8 percent (a 14.4% increase) and for pickup drivers and passengers combined from 44.0 percent to 50.9 percent (a 15.7% increase). Thus, although belt use by occupants of pickup trucks remained lower than that for any other vehicle type, substantial gains in belt use were achieved among those on whom the campaign was focused. In particular, the goal of achieving a 50-percent use rate by pickup truck drivers was achieved.

In terms of gender, there was a pre/post increase of 7.4 percentage points in seat belt use by male pickup drivers (pre/post belt use went from 42.1% to 49.5%). There was a small decrease (1.1. percentage points) in belt use by female pickup drivers. A small increase (0.4%) was noted in seat belt use by male pickup passengers and a large increase (18.1 percentage points) by female pickup passengers.

The extremely large increase in belt use by female passengers (35.4%) is noteworthy. Even though the campaign was focused on male pickup drivers, it apparently worked considerably better on female passengers than on male pickup drivers, whose belt use increased only half as much (17.6%). First, it must be noted that these subgroup use rates are based on relatively small sample sizes of observations and are therefore subject to large variability. Second, while it cannot be proved from the available data, it is certainly possible that the nature of the North Dakota messages had a particular appeal to female pickup passengers. For example, a theme of *Someone You Love* could certainly motivate a female pickup passenger to buckle up in an attempt to motivate a male driver to do likewise. Third, the failure of female pickup drivers and male pickup passengers to increase their belt use significantly could be the result of a small sample size. It could also be a factor of circumstances. For example, female pickup drivers may often drive with male pickup passengers, and the combination may be particularly resistant to

changing their seat belt use habits. Further research would be needed to clarify these observations.

<b>Vehicle Type</b>	<b>Occupant Type</b>	<b>Pre-Campaign % Observed Belt Use</b>	<b>Post-Campaign % Observed Belt Use</b>	<b>Percentage Points of Change Pre-/Post-</b>	<b>Percentage Change Pre- to Post-</b>
Automobile	Drivers	58.9%	65.5%	6.6	11.2%
	Passengers	63.2%	71.8%	8.6	13.6%
	Drivers and passengers	59.5%	66.3%	6.8	11.4%
Van	Drivers	71.1%	72.6%	1.5	2.1%
	Passengers	75.2%	84.1%	8.9	11.8%
	Drivers and passengers	71.8%	74.2%	2.4	3.3%
SUV	Drivers	66.9%	71.6%	4.7	7.0%
	Passengers	72.3%	74.6%	2.3	3.2%
	Drivers and passengers	67.4%	71.9%	4.5	6.7%
Pickup	Drivers	44.4%	50.8%	6.4	14.4%
	Passengers	42.1%	51.8%	9.7	23.0%
	Drivers and passengers	44.0%	50.9%	6.9	15.7%
All vehicles	Drivers	57.2%	62.7%	5.5	9.6%
	Passengers	59.4%	68.4%	9.0	15.2%
	Drivers and passengers	57.5%	63.4%	5.9	10.3%

<b>Vehicle Type</b>	<b>Occupant Type and Gender</b>	<b>Pre-Campaign % Observed Belt Use</b>	<b>Post-Campaign % Observed Belt Use</b>	<b>Percentage Points of Change Pre-/Post-</b>	<b>Percentage Change Pre- to Post-</b>
Pickup	Male drivers	42.1%	49.5%	7.4	17.6%
	Female drivers	62.2%	61.1%	-1.1	-1.8%
	Male passengers	36.4%	36.8%	0.4	1.1%
	Female passengers	51.1%	69.2%	18.1	35.4%

### **Telephone Survey**

A telephone survey was conducted with 400 males 18 and older who identified a pickup truck as the vehicle they drive most often. The survey was comparable to the pre-campaign telephone survey so that changes could be assessed. Responses related to the extent of correct

behavior and agreement with safety-related concepts increased significantly. The percentage of people in the survey who said they always use a seat belt when they *drive* increased by 20.5 percentage points from 34.5 percent to 55.0 percent. Those who reported always buckling up as a passenger rose by 21.5 percentage points from 32.5 percent to 54.0 percent. These are large increases even given the extremely low starting points.

The survey included a group of statements to which those interviewed were asked to respond on a five-point scale ranging from “*not at all agree*” (value of 1) to “*completely agree*” (value of 5). All of the scales addressing the likelihood of wearing a seat belt under varying conditions had notably higher (closer to 5) values after the campaign than before. This included the likelihood of wearing a seat belt:

- During dangerous driving conditions;
- On the interstate;
- When traveling long distances;
- When traveling on gravel roads; and
- In town or on short trips.

Questions were added to the post-campaign survey to help assess the validity of concerns that the television ad might be offensive to male pickup truck drivers. Sixty-six percent of the respondents reported that they had seen the ad. Of those, 70 percent gave positive remarks, 12 percent gave negative remarks, and 18 percent gave neutral remarks. Thus, the ad was considered to be positive or neutral by most (88%) of those who had seen it.

## **Discussion**

North Dakota focused its grant on increasing statewide seat belt use by pickup truck drivers, particularly male pickup drivers. It was NDDOT’s first effort at attempting to persuade a specific demographic group to buckle up. Pre-campaign research was used to select the campaign theme that if male drivers of pickups do not want to buckle up for their own well-being, they should buckle up for someone they love. The program evaluation suggests that the approach was effective in achieving a notable increase in belt use among male pickup truck drivers and, particularly, female pickup passengers. It is also noteworthy that belt use increased not only for pickup occupants but also for drivers and passengers of all vehicle types. This suggests that a highly focused seat belt program can still achieve significant global usage improvement. It should be noted that North Dakota was receiving Section 157 Innovative Grant funds which supported high-visibility enforcement operations several times throughout the year. One of these operations, the State’s November 2003 Thanksgiving Occupant Protection blitz, briefly overlapped with the *Family Values* Campaign and may have contributed to the increase in belt use, particularly for drivers and occupants in vehicles other than pickups.

It is of interest that the North Dakota program was effective even though it did not make use of messages that emphasized enforcement and the increased likelihood of receiving a ticket. Clearly, the multiple successes of a high-visibility enforcement message in the other three case studies and in many other States fully support the use of that approach. Perhaps the viability of the softer North Dakota message was unique to that State or to the primary target audience of male pickup truck drivers. Maybe the low starting point for belt use in North Dakota was conducive to the success of a wider variety of interventions as long as they were carefully researched and delivered with intensity—as surely was the case. Finally, an enforcement



message may have been implied by any seat belt campaign because of the pervasiveness of high-visibility enforcement campaigns within the State at other times throughout the year, as well as nationwide.





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