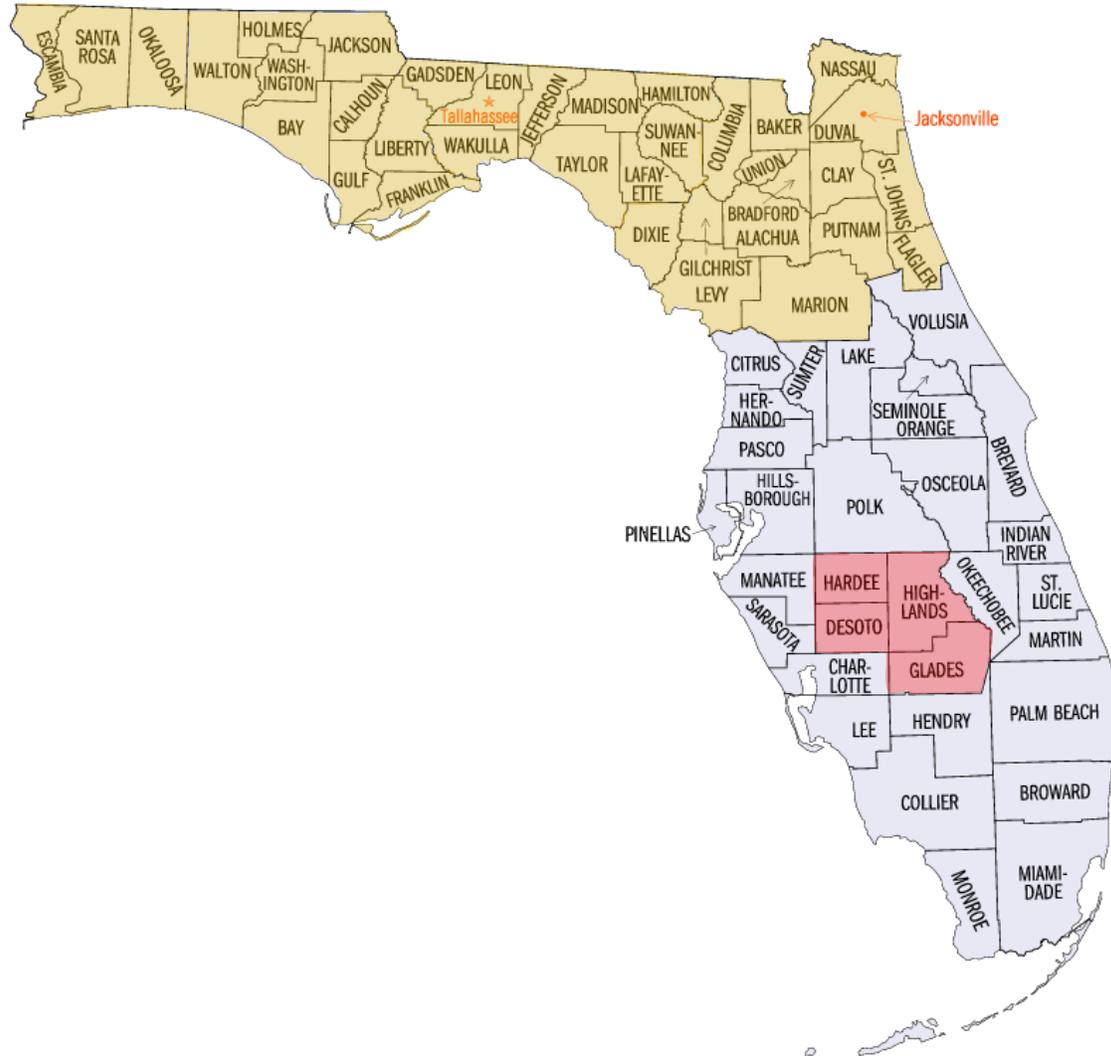

2009-2010 Florida Rural Demonstration Program Final Report



September 2010 Final Report
Florida Department of Transportation By:

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I. Background

This Report documents the State of Florida's participation in a multi-year **Rural Demonstration Program (RDP)** used to increase seat belt use in the Northern, mostly rural, portion of the State. Prior to, and during the RDP, the State of Florida was participating in vigorous annual *Click It or Ticket* mobilizations, during the months of May. In addition, the Florida Legislature passed a primary enforcement law on April 2009, giving law officers the authority to stop and cite a motorist solely for not wearing their seat belt. The primary law was implemented on June 30, 2009, half-way through the RDP.

Florida's Office of Highway Safety contracted with Preusser Research Group, Inc. to evaluate the inputs and outcomes of their RDP. PRG examined the characteristics of the RDP and attempted to determine RDP outcomes in association with two CIOT efforts, and the passage of the new primary enforcement law.

High Visibility Enforcement Programs

In the U.S., the emphasis on high visibility enforcement (HVE) to increase seat belt use began soon after the first safety belt law was enacted in New York. By 1985 HVE demonstrations were being implemented in Elmira, New York (Williams, Lund, Preusser, and Blomberg, 1987) and Albany, New York (Rood, Kraichy, and Carmen, 1987). Not surprisingly, the increases in observed usage associated with these local efforts were large (28 and 13 percentage points, respectively), owing to the fact that these were local programs; this was the first time such programs had been implemented; and baseline usage rates were low at about 50%. The Elmira effort appears to have been the first time that paid media was used to supplement seat belt enforcement efforts. About 26¢ per capita was spent on paid media for this program and, although warnings were frequently issued instead of citations, the enforcement approach centered on the use of checkpoints or roadblocks created much media interest and public awareness.

Since Elmira, there have been more than a score of local HVE programs documented in the literature. Most of these programs have been described by Nichols and Ledingham (2008). While Elmira remains one of the most effective HVE efforts, some programs were associated with even greater gains, with the largest increase occurring in Haywood County, North Carolina. This was a 1992 rural pilot that preceded the 1993 *Click It or Ticket* (CIOT) program that was implemented statewide. It included paid media totaling about 38¢ per capita (16¢ per two weeks of effort). This media campaign was supplemented by a combination of checkpoints and other enforcement resulting in 1,459 citations for non-use (about 300 per 10,000 residents). The combination of a new program, a low baseline rate of belt use, high intensity media, and checkpoints resulted in a substantial 41-point increase in usage. Further, the increases in this rural pilot were greater than in two other pilots that were conducted in more urban areas.

In 1993 North Carolina implemented its multi-year statewide CIOT program, characterized by extensive use of checkpoints, nearly 60,000 citations issued (about 81 per 10,000 residents over a total of 15 weeks), and \$600,000 in paid media (8¢ per capita over 15 weeks). This statewide

effort resulted in a 16-17 point increase in usage. As in Elmira, this increase was from a modest baseline of about 63 percent usage and some of the largest gains were found in rural areas, which generally had lower usage rates.

After several years of effort by the National Highway Traffic Safety Administration (NHTSA) to stimulate similar statewide programs in other States, the combination of a crisis involving air bags and children and a substantial amount of federal funding made available to States as part of an *Innovative Grant Program* resulted in a series of national *mobilizations* implemented in 1997. First called *Operation ABC* and later called the *National CIOT Mobilizations*, these events provided the stimulus and the foundation for more than 40 States to conduct annual (and biennial) statewide mobilizations to increase seat belt use. In fact, hundreds of such efforts have been implemented since 2000.

Evaluations of early mobilizations, including an eight-State Regional CIOT program in the Southeast (Solomon, 2002) and ten *Model State Programs* implemented in various regions of the Nation (Solomon, Ulmer, and Preusser, 2002) showed strong and consistent evidence of impact. However, such impacts averaged about 8-9 percentage points in 2001, 2002, and 2003, about half the gain experienced in North Carolina.

This smaller impact may have been associated with lower levels of enforcement intensity and visibility. While many recent mobilizations have had high *per capita* levels of paid media, they have seldom used checkpoints, and the level of awareness of ongoing enforcement has seldom exceeded 40-50 percent, compared with 85 percent in North Carolina. A more recent evaluation of CIOT programs (Tison, Solomon, Nichols, and Gilbert, under review) found even smaller impacts associated with CIOT programs implemented in 2006. This suggests that, as mobilizations are repeatedly implemented and as baselines increase, even smaller gains may result, unless some innovation or novelty is injected into the program effort.

HVE efforts have now been implemented regularly for more than five years in most States. Thus, baselines are now higher and there are some indications that motivation is somewhat lower than when CIOT efforts first began. In addition, there is evidence that not all drivers and passengers have been equally impacted by HVE efforts. Young males, occupants of pickup trucks, and rural occupants continue to have lower usage rates and these groups comprise proportionately more of the non-user population than they did five years ago.

Rural Belt Use

The rural population is of particular concern since a high percentage of fatalities, both buckled and unbuckled, occur in rural areas. Problem identification in a Great Lakes region-wide rural program found that about 70 percent of all fatalities, buckled and unbuckled, occurred in rural areas of the region. Thus, whether or not rural usage is significantly lower than urban usage, by far the majority of unbuckled deaths occur in rural areas. If high visibility enforcement programs can effectively focus on high-risk groups in rural areas, they are more likely to be associated with significant increases in usage among such groups and with significant reductions in deaths and injuries. Fortunately, there is accumulating evidence that suggests that, if a HVE program is of sufficient intensity and if it results in high levels of awareness among targeted high risk

groups, it is likely to have an impact on such groups. Recent demonstrations in the Southeastern region of the U.S. have also shown that occupants of pickup trucks can be affected to a greater degree than other occupants by a program focused specifically on them (Tison, Solomon, Nichols, and Gilbert). A 2005 demonstration program in the Great Lakes Region suggested that a combination of enforcement and media focused on rural motorists can increase usage among such motorists (Nichols, Ledingham, and Preusser, 2007). In this latter program, results from two years of effort indicated that there were greater impacts on males and occupants of pickup trucks than among lower-risk groups. Further, there was evidence of significant increases in usage in rural targeted areas, as well as statewide.

II. Program Implementation

Rural Demonstration Program Coordination

In 2008, a new RDP program and subsequent evaluation was proposed for three States (Florida, Tennessee, and Georgia) within NHTSA Region 4. A Coordinating Committee for the project included a point-of-contact designated by each of the three State Highway Safety Offices (SHSO); representatives from NHTSA headquarters, including the Office of Occupant Protection, the Office of Communications and Consumer Information, and the Behavioral Technology Research Division; representatives from NHTSA's Region 4 office; and several contractors, including The Tombras Group (Tombras), for media support; the Preusser Research Group (PRG) for evaluation; and the Mercer Consulting Group LLC (MCG), for project coordination. The following discussion on program inputs and output focuses solely on the RDP effort in the State of Florida.

Florida Program Components

The Florida RDP program was timed to precede the May *Click It or Ticket* mobilization conducted in May of 2009 and 2010, plus one period prior to each May mobilization when the RDP would be implemented by itself. The RDP itself consisted of the following major components:

- A paid and earned media effort to publicize the activity waves and to raise public awareness of enforcement.
- Recruitment of law enforcement agencies to conduct safety belt enforcement, usually during the second week of a two-week RDP paid media campaign.
- Selection of key media markets that serviced rural areas, for the placement of media ads and to provide an umbrella for the targeting of enforcement, earned media, outreach and evaluation activities.
- Development and distribution of earned (news) media materials to supplement the publicity gained via the paid media campaign.
- Outreach and coordination with other traffic safety partners to further supplement the publicity obtained via paid and earned media efforts.
- Evaluation activities designed to measure level of activity, changes in public awareness, and changes in observed seat belt usage.

Implementation of the RDP STEP Model

The Florida RDP program was based upon the STEP (Special Traffic Enforcement Program) Model for conducting high visibility enforcement (HVE) programs. This model is focused on intensified, highly visible enforcement, combined with outreach to the community and to the media, paid advertising designed to make the public aware of enforcement activity, and earned media (i.e., the generation of newsworthy events and news stories) to generate additional visibility for the enforcement activity. Generally, the program begins with outreach and earned media which extend throughout the duration of the program. Paid media provides 1-2 weeks of

intense publicity. Enforcement is generally initiated several days after the paid advertising begins and continues about one week after the paid media ends. Figure 1 shows a typical RDP schedule.

Figure 1. Activity Schedule for a RDP Mobilization

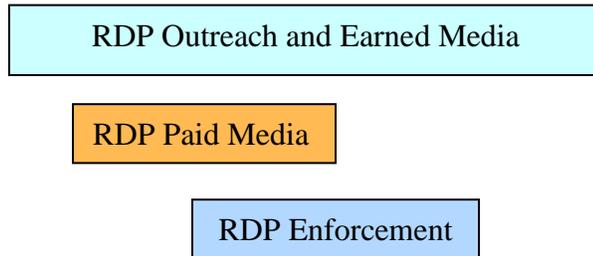
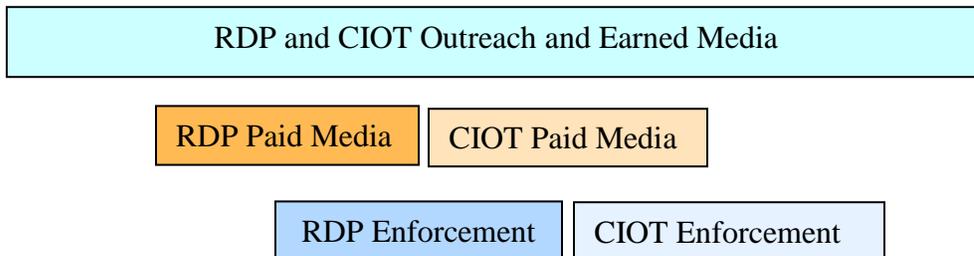


Figure 2 shows a RDP schedule that precedes a CIOT mobilization. The Figure provides a typical example of how RDP components were implemented in conjunction with May CIOT mobilizations.

Figure 2. Activity Schedule for a RDP Mobilization that Precedes a CIOT Mobilization



Targeted Areas

The RDP was implemented in selected areas within the State of Florida, based on the results of: a) problem identification analyses (primarily the “rural-ness” of various areas of the State (as measured by percentage of counties designated as rural); b) the number of unbuckled deaths in the more-rural areas), c) counties where the States had enforcement grants, resources, and/or networks in place; and d) the availability media outlets and costs of advertising in these outlets (DMAs).

Thirty six counties representing northern Florida were selected as the targeted area for the Florida RDP. Table 1 shows the counties targeted and their population estimates.

Table 1. Media Markets (DMAs) and Counties Targeted by the Florida RDP

DMA	County	Population	DMA	County	Population
Mobile 632,685 17.2%	<i>Escambia</i>	302,939	Tallahassee (cont'd)	<i>Suwannee</i>	39,802
	<i>Okaloosa</i>	179,693		<i>Taylor</i>	21,546
	<i>Santa Rosa</i>	150,053		<i>Wakulla</i>	31,089
Panama City 359,138 9.7%	<i>Bay</i>	<i>163,946</i>	Gainesville 312,972 8.5%	<i>Alachua</i>	241,364
	<i>Calhoun</i>	13,617		<i>Dixie</i>	14,957
	<i>Franklin</i>	11,202		<i>Gilchrist</i>	17,191
	<i>Gulf</i>	15,667	Jacksonville 1,499,932 40.7%	<i>Levy</i>	39,460
	<i>Holmes</i>	19,328		<i>Baker</i>	26,164
	<i>Jackson</i>	49,656		<i>Bradford</i>	29,012
	<i>Liberty</i>	7,957		<i>Clay</i>	184,727
	<i>Walton</i>	53,837		<i>Columbia</i>	69,092
	<i>Washington</i>	23,928		<i>Duval</i>	850,962
Tallahassee 459,863 12.5%	<i>Gadsden</i>	47,560		<i>Nassau</i>	69,835
	<i>Hamilton</i>	14,348		<i>Putnam</i>	73,459
	<i>Jefferson</i>	14,547		<i>St. Johns</i>	181,540
	<i>Lafayette</i>	8,013	<i>Union</i>	15,141	
	<i>Leon</i>	264,063	Orlando 420,875 11.4%	<i>Flagler</i>	91,247
<i>Madison</i>	18,895	<i>Marion</i>		329,628	
Total Targeted Population		3,685,465	<i>(Bay County was not targeted by paid media as per the revised March 4 media plan but did receive some enforcement effort)</i>		
Percent of State Population		20.1%			
Percent (%) under each DMA is % of targeted area accounted for by counties in that DMA					

Four counties in south-central Florida were selected as control or comparison counties. These counties and their population are shown in Table 2.

Table 2. Control Areas for the Florida RDP

DMA	County	Population
Tampa	<i>Hardee</i>	28,889
	<i>Highlands</i>	100,011
Ft. Meyers	<i>DeSoto</i>	33,991
	<i>Glades</i>	11,175
Total Control Population		174,066
Pct. of State Population		0.9%

A map of the State showing the targeted RDP counties (northern part of State) and control counties (central part of State) is provided in Appendix A.

Schedule

The first RDP wave (W1) was conducted in March 2009. The State conducted Wave 2 (W2) in May 2009, soon after passage of the primary enforcement law (April 29, 2009), but before implementation, and just prior to the National CIOT mobilization. Wave 3 (W3) was conducted approximately three months after implementation of the primary enforcement law (June 30, 2009), in November 2009. The final RDP wave (W4) was conducted in May 2010, just prior to the May CIOT mobilization.

Table 3. RDP Implementation Schedule

March 2009 Wave 1 (RDP)	May 2009 Wave 2 (RDP + CIOT)	November 2009 Wave 3 (RDP)	May 2010 Wave 4 (RDP + CIOT)
March 2009	May 2009	November 2009	May 2010

III. Methods

Approach

Measuring Activity Levels (Process Evaluation)

When evaluating a high visibility enforcement program, it is important to know how much and what kind of media and enforcement activity occurred in order to interpret changes in dependent variables such as public awareness and observed seat belt use. Thus, efforts were made to collect as much activity information as possible.

Media activity data were collected for each wave. For waves 1 and 3, this included RDP media only; for waves 2 and 4, it included both RDP and CIOT activity, since both programs were in operation. Data included *amount of funds spent* on paid media, *allocation by medium* (e.g., radio versus television), *number of ads* aired, *number of media events* held, *number of news stories* documented, etc. These data were provided by the Office of Highway Safety and their contracted media firm, The Tombras Group. Data for CIOT were entered into NHTSA's *Mobilizations and Crackdowns* database from which they were accessed by PRG. MCG also monitored the States and provided PRG with data for the RDP waves. State media contractors also conducted post-buy analyses to estimate number of ads achieved and gross rating points (GRPs).¹

With regard to enforcement, the types of data collected included *number and proportion of enforcement agencies participating* in each phase of the mobilization and estimated number of *hours worked* on seat belt enforcement. The key measure was number of *citations issued* for occupant protection and other violations.

Measuring Change in Public Awareness (Impact Evaluation)

A number of Florida Department of Motor Vehicles Driver License Offices conducted motorist surveys at select DMV licensing centers to measure public awareness and perceptions associated with the RDP activity. DMV licensing centers included the following: Cross City, East Palatka Lake City, Marianna, Milton, and Quincy (Port St. Joe was included after an office closing in Cross City). Locations outside the RDP area were also utilized as a comparison (control) sample. These DMV licensing centers were in Lake Wales, Okeechobee, Sebring, and Wauchula.

All surveys were of motorists visiting selected licensing centers. These surveys were generally conducted by DMV center staff, using forms and procedures developed and provided by PRG. The survey forms were one-page, paper-and-pencil instruments, with questions developed for use in other CIOT mobilizations. Questions in the survey remained largely unchanged from wave to wave. The survey questionnaire was augmented with two new questions just before the change to a primary enforcement law in 2009, and one question was removed (see Appendix C

¹ *Gross Rating Points (GRPs)* represents the percentage of the target audience reached by an advertisement. If an ad appears more than once, the GRP represents the sum of appearances. For example, if a television add reaches 50 percent of the target audience and is aired 5 times, it would have a GRP of 250 (i.e., *frequency* (5) multiplied by *reach* (50 % of target audience)).

for questionnaires). Changes to the questionnaires were made in order to ask respondents specifically about the law change. Usually, these surveys were completed as visitors to the licensing centers were waiting for photos to be taken or to be called for service. Table 4 shows the timing of the DMV surveys and the number collected.

Table 4. Awareness Survey Schedule

Area	W1 (Pre) Feb. 2009	W1 (Post) Mar. 2009	W2 (Post) June 2009	(Post-Law) July 2009	W3 (Pre) Nov.2009	W3 (Post) Nov. 2009	W4 (Pre) Apr. 2010	W4 (Post) June 2010
Program	N=820	N=632	N=519	N=488	N=646	N=635	N=538	N=444
Control	N=242	N=184	N=400	N=443	N=330	N=360	N=382	N=248

Measuring Change in Observed Seat Belt Use (Impact Evaluation)

Changes in seat belt usage were measured by means of observational surveys. Such surveys included full statewide observational surveys, conducted in Florida during the months of April and June (2009 and 2010), before and after CIOT mobilizations. An additional survey was conducted in July 2009, immediately after the new primary enforcement law was implemented; that statewide survey was funded by the National Highway Traffic Safety Administration. These surveys provided relatively large numbers of observations that were conducted according to NHTSA-approved guidelines for estimating statewide usage rates (i.e., requirements of Section 157; U.S. Code 23).² Often the observation sites from these surveys could be clustered into areas that corresponded with the RDP program and control areas and, *in those instances*, the statewide data were used as a source of measurement of impact. Statewide surveys conducted before and after CIOT enhanced efforts to assess changes associated with these mobilizations, each of which had an RDP component in 2009 and 2010.

Additional surveys were developed for program areas (about 45 sites) and control areas (about 30 sites) in order to have a more specific index of change in these areas. Again, PRG conducted the surveys in both the program and control areas surveys in Florida. These surveys were generally conducted according to the same guidelines as the statewide surveys. Characteristics and timing of these program and control surveys are summarized in Table 5, including the number of surveys conducted and the number of observations made.

Table 5. Observational Survey Schedule

Area	W1 (Pre) Feb. 2009	W1 (Post) Mar. 2009	W2 (Post) June 2009	W3 (Pre) Sept. 2009	W3 (Post) Nov. 2009	W4 (Pre) Apr. 2010	W4 (Post) June 2010
Program	N=6,346	N=6,143	N=6,047	N=5,436	N=5,892	N=6,479	N=5,685
Control	N=4,514	N=4,057	N=2,976	N=2,730	N=3,248	N=3,095	N=2,583

² These requirements were established as part of Section 157 of the Transportation Equity Act for the 21st Century (TEA-21) and are found in Section 157, 23 U.S. Code.

Again, the results of official, statewide surveys, conducted in June of each year were used to supplement post-CIOT changes for waves 2 and 4 in 2009 and 2010. In addition, pre-CIOT surveys were available for Florida so that change from baseline could be more accurately determined each year.

Analytical Procedures

Basic descriptive statistics were used to summarize the results of media and enforcement activity. Changes in awareness and observed seat belt were examined primarily by means of pre-to-post comparisons, both wave-to-wave and cumulatively from baseline. PRG used Chi-Square tests to determine the significance of changes in the observational survey results. Trend analyses were also performed on statewide, program, and control area data to determine slope values throughout the project period.

The primary objective was to determine whether or not seat belt use in targeted rural areas improved or not and how belt use in these targeted areas compare to locations not fully implementing the rural program but exposed to annual CIOT mobilizations and, in Florida's case, an important law change to primary enforcement.

IV. Results

RDP Enforcement Activity: 2009 and 2010

Table 6 shows that, in the 36 northern counties where the RDP was conducted, there was an *increase* in enforcement activity in 2009, from March (Wave 1) to May (Wave 2), as measured by *agency participation, hours worked, checkpoints conducted, and citations issued*. This increase occurred just prior to the effective date of the law upgrade, and likely resulted from Florida “ramping” its RDP effort in preparation. Activity increased again in November, after the primary law went into effect, as indicated by 3 of the 4 indices (hours, checkpoints, and citations). Finally, Wave 4 of the RDP took place in May 2010; nearly one year after the new law went into effect. As with the previous May mobilization there was an increase in agency participation and a substantial increase in citations issued (raw number and rate per 10,000 residents).

It appears that there was generally greater enforcement in the RDP area after the primary law upgrade than in the months prior to the upgrade. In fact, looking at the average of the two RDP waves conducted prior to the upgrade and the two waves conducted after the law change, every index of enforcement increased after the primary law was in effect. This may have resulted from a combination of increased experience with the RDP effort and/or the environment created by the new law.

Table 6. Indices of RDP Enforcement Levels in 2009 and 2010

Enforcement Indices	Mar. 2009 Wave 1 (RDP)	May 2009 Wave 2 (RDP)	Nov. 2009 Wave 3 (RDP)	May 2010 Wave 4 (RDP)	Pre-Law Average W1&W2	Post-Law Average W3&W4
Agency Participation (% of all agencies in North)	49.2	96.7	54.2	98.3	73.0	76.3
Hours Worked (# per 10K population)	16.4	21.9	44.2	28.1	19.2	36.2
Checkpoints Conducted (# per 1 million population)	0	6.8	21.2	2.7	3.4	12.0
OP Citations (SB + CR) (# per 10K population)	5.8	7.5	21.9	70.4	6.7	46.2

RDP Media Activity: 2009 and 2010

Paid Media and Ad Levels. During each of the three waves of the RDP implemented in 2009, Florida spent approximately half as much (per capita in North Florida) as it did on CIOT that year (per capita statewide). Still the RDP provided three additional waves of publicity regarding seat belt usage and enforcement to residents of north Florida and each wave produced several times more ads (per 10,000 residents) than did the CIOT media effort. This higher yield in RDP ads is likely associated with the less expensive media markets in the northern part of the State, compared with the markets in central and south Florida.

Waves 1 and 2 were implemented prior to the primary law change, with Wave 2 preceding the upgrade by about one month. Wave 3 was implemented in November 2009 and was preceded and followed by observational and awareness surveys. Wave 4 was implemented in May 2010, just prior to the 2010 CIOT.

Table 7 shows indices of Florida RDP media activity in contrast with CIOT buys. Media dollar spent per resident was relatively consistent throughout, with an average of 4 cents spent per residents in 2009 as well as in 2010. The index of paid ads fell sharply, at first, after the first RDP wave. This level maintained through the November RDP wave, but rose in May 2010 where coincidentally, less money per capita was allotted to CIOT, compared with 2009. The greater amount spent for 2009 CIOT could be attributed to the advertising the change to primary law.

Table 7. Florida Indices of RDP (and CIOT) Media Activity: 2009-2010

RDP/CIOT Media Indices	Mar. 2009 Wave 1 (RDP)	May 2009 Wave 2 (RDP)	Nov. 2009 Wave 3 (RDP)	2009 Avg (RDP)	2009 CIOT	May 2010 Wave 4 (RDP)	2010 CIOT
Media \$ Spent (per capita)	\$0.05	\$0.04	\$0.03	\$0.04	\$0.09	\$0.04	\$0.04
Paid Ads Run (per 10K pop.)	15.1	6.9	6.4	9.5	3.1	8.1	2.2
News Stories (per 1 mill. Pop.)	11.7	n/a	27.4	17.9	59.1	21.4	39.0
News Events (per 1 mill. Pop.)	2.7	1.4	1.9	2.0	1.9	2.7	1.3

Earned Media: Stories and Events. The number of reported news stories associated with RDP waves in 2009 increased over time, possibly affected by the law change in June. However, the reported number of news events declined by nearly 50% from *March to May of 2009*. Most stories focused on the RDP enforcement activity, but some likely incorporated the law change into their messaging.

The number of news events increased by about 1/3rd (to 1.9 per million residents). Finally, the *May 2010 wave*, which occurred nearly one year after new law was in effect resulted in about 21.4 news stories (per million population) and about 2.7 news events (per million population). It appears that the earned media (news stories and news events) was somewhat greater after the law change than before the law change.

Awareness Surveys

Select awareness survey results are presented below. A complete table of awareness survey results, for all waves, is presented in Appendix B. The results discussed below focus on 1) level of awareness of seat belt messages and 2) perceptions regarding enforcement of the seat belt law.

Awareness of Seat Belt Messages

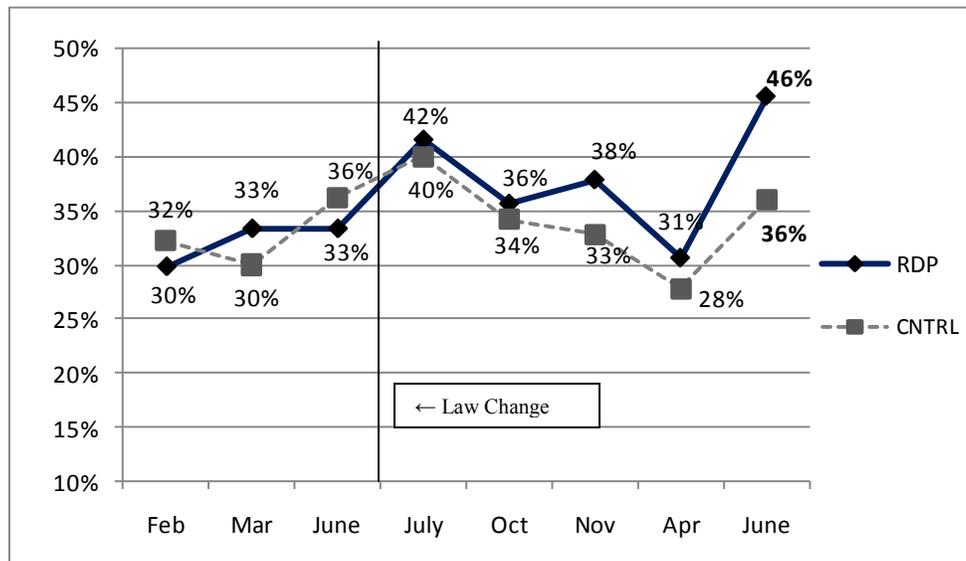
In northern Florida where the RDP took place, the results of DMV surveys conducted at six licensing centers showed an increase over time in *awareness of seat belt enforcement* efforts. There was an increase in awareness of seat belt messages every RDP wave. In the control area (CNTRL) apparent increases were limited to waves including CIOT mobilizations. The largest increases in the RDP areas were associated with waves that included RDP + CIOT. Pre-to-Post wave increases were greater, all waves, in the RDP compared to the control areas (Table 8).

Table 8. Awareness of Seat Belt Efforts (RDP Program and Control Areas)

	W1 (Pre) Feb. 2009	W1 (Post) Mar. 2009	W2 (Post) June 2009	(Post Law) July 2009	W3 (Pre) Nov. 2009	W3 (Post) Nov. 2009	W4 (Pre) Apr. 2010	W4 (Post) June 2010
RDP	44%	55%	55%	76%	65%	73%	53%	74%
CNTRL	46%	46%	63%	73%	66%	60%	57%	69%

Figure 3 shows an increase in the percentage of respondents in north Florida who said that they *saw or heard something about seat belts/seat belt use in Rural Areas*. This increase began with the first wave of the RDP (March 2009) and continued through the law change (July survey), before declining in between program waves (Nov 2009 – April 2010). Ultimately, these drops were recouped after the final wave, where the awareness in the RDP area ultimately outgained the control area (+16 points overall, compared with +4 points).

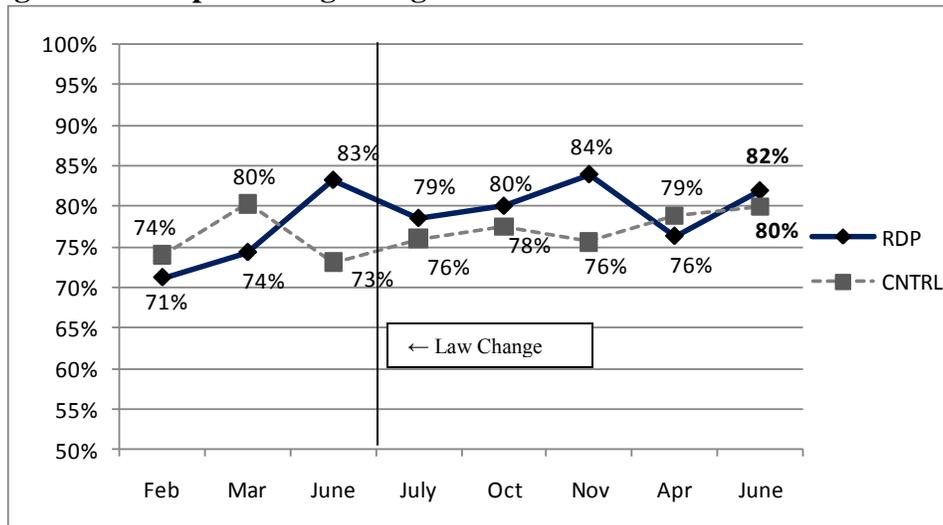
Figure 3: Have You Seen or Heard Anything About Seatbelts in Rural Areas?



Perceptions Regarding Seat Belt Enforcement

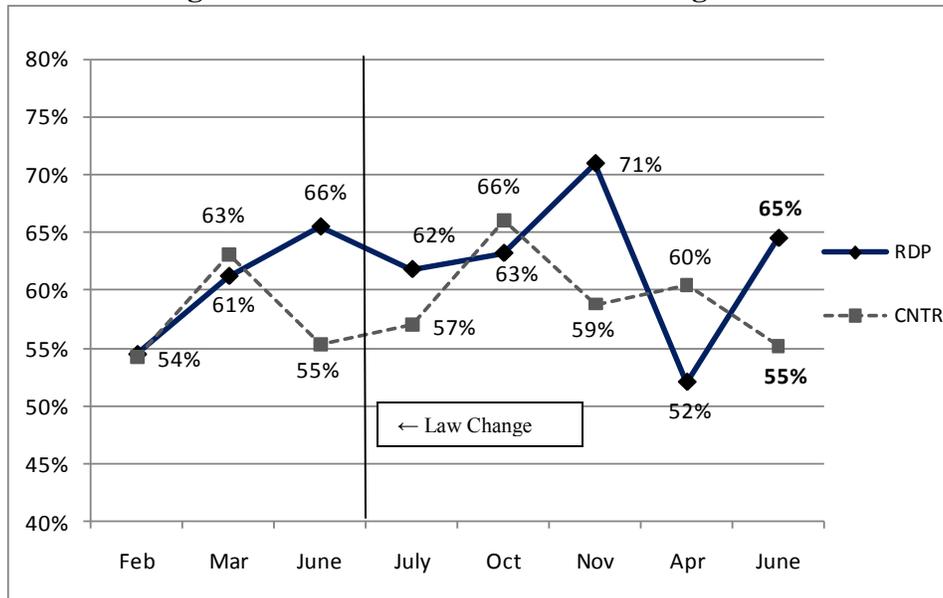
Figure 4 summarizes the trend regarding public perception that the seat belt law is strictly enforced (very or somewhat strictly). It shows that the perception of strict enforcement increased in the RDP area prior to the upgrade in June 2009, likely associated with RDP enforcement and publicity; this perception declined slightly after the law change, but increased again after the May 2010 RDP/CIOT wave. A similar trend was indicated for the perceived likelihood of (always or nearly always) receiving a ticket if one rode unbuckled (Figure 4). The decrease from November to April might be attributed the absence of seat belt program activity during that period of time. For both measures (Figures 4 and 5), response levels were relatively the same in the RDP and control areas at the time of baseline. Then for most of the program period, perceived risk was higher in the RDP area.

Figure 4. Perceptions Regarding the Strictness of SBU Law Enforcement



Legend for Figure 4: *Strictness* = the seat belt law in Florida is enforced at least somewhat strictly

Figure 5. Perceived Chance of Receiving Ticket



Legend for Figure 5: *Chance* = perception that, if one drives unbuckled, they always or nearly always will receive a ticket.

Observational Surveys

Both Statewide and rural survey data were used to assess the impact of the RDP in Florida. As previously stated, rural seat belt usage was measured by 45-site surveys in rural RDP-targeted counties in north Florida and 30-site surveys conducted in four Non-RDP control counties in south-central Florida; intended as a specific index of change in these areas. Following is a summary of the results of both survey programs for northern Florida and the remainder of the State (i.e., non-northern Florida) from the statewide data and for program and control areas from the rural survey data. Table 9 outlines the collection periods and resulting belt use percentages for both the RDP and Statewide surveys.

Table 9. Results of Statewide, Regional, and Rural Observational Surveys

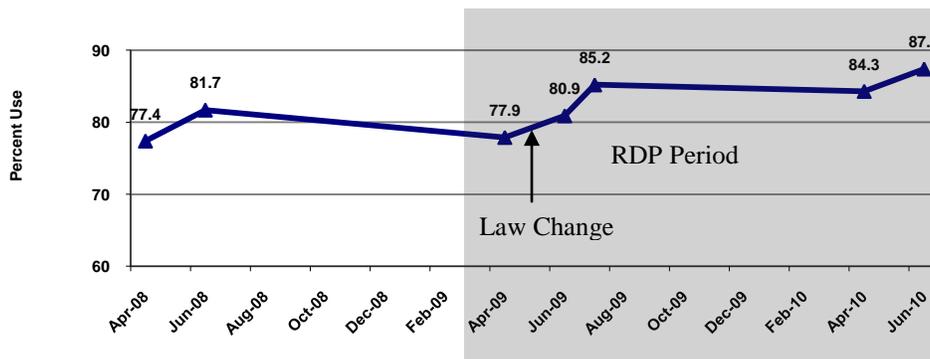
Surveys/Areas	2009											2010					
Month →	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
Statewide			77.9		80.9	85.2									84.3		87.4
No. Florida			74.7		78.5	79.8									85.4		87.6
Non-North			79.7		82.0	87.3									83.5		87.2
Rural Data	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
Program	66.8	67.2			61.7			77.4		77.6					74.9		77.6
Control	64.9	73.5			69.8			69.8		80.4					76.4		79.5

Notes: all numbers are %; more heavily shaded cells indicate enforcement periods; Law upgrade was in effect after June 30, 2009.

Statewide and Regional Changes in Belt Use in Context with the RDP

Statewide Changes. Figure 6 shows that there were increases in statewide usage each year between April and May, associated with May enforcement mobilization activity. In 2008 such activity involved only CIOT. In 2009 and 2010, it involved a combination of RDP and CIOT mobilizations in north Florida; the remainder of the State was exposed only to CIOT. All areas of the State were affected by the 2009 law change. Looking first at 2009, there was a three-point gain associated with the May mobilization, followed by a 4.3-point gain associated with the law change. In 2010, there was a 3.1 point gain associated with the May mobilization activity.

Figure 6. Changes in Observed Statewide Seat Belt Use: Pre and Post CIOT; 2006 – 2010



Of particular interest was the small decline in statewide usage between July 2009 and April 2010. This decline was less than one percentage point, compared with a 3.8-point decline from June 2008 to April 2009. As a result of the gains associated with the mobilization activity and the law change in 2009, plus this very small decline from July 2009 to 2010, the baseline (pre-mobilization) rate in 2010 was 6.4 points higher than in 2009 (84.3% vs. 77.9%). This increase in baseline usage is a reasonable index of the immediate impact of the 2009 RDP and CIOT activity plus the law change.

Regional Changes. In order to estimate the potential role of the RDP on usage rates, we examined changes by region in the statewide survey data. The 12 counties included in Florida's statewide surveys were subdivided into: north (3 counties), central (4 counties), and south (5 counties). The northern region survey consisted of about 30 observational sites and 4,000 to 7,000 observations in Leon, Duval, and Marion counties. This was the same area as that targeted by the RDP from March 2009 through May 2010. Again, all three regions were affected by the CIOT mobilizations and the primary law change but only the northern region was affected by the RDP.

As Figure 7 shows, usage in both the north the south increased following the May 2009 RDP/CIOT mobilization (+3.8 points and +4.0 points, respectively), while usage changed very little in the central region (-0.3 points). Combining the changes in the central and southern regions, the *non-north* gain was 2.3 points, compared with the 3.8 point gain in the *north*.

Immediately following the *law change*, the greatest gains were measured in the central and southern regions (+5.9 points and +4.5 points, respectively). The change in the combined "non-north" area was +5.3 points ($p < 0.0001$), compared with the +1.3 points in the north ($p = 0.08$).

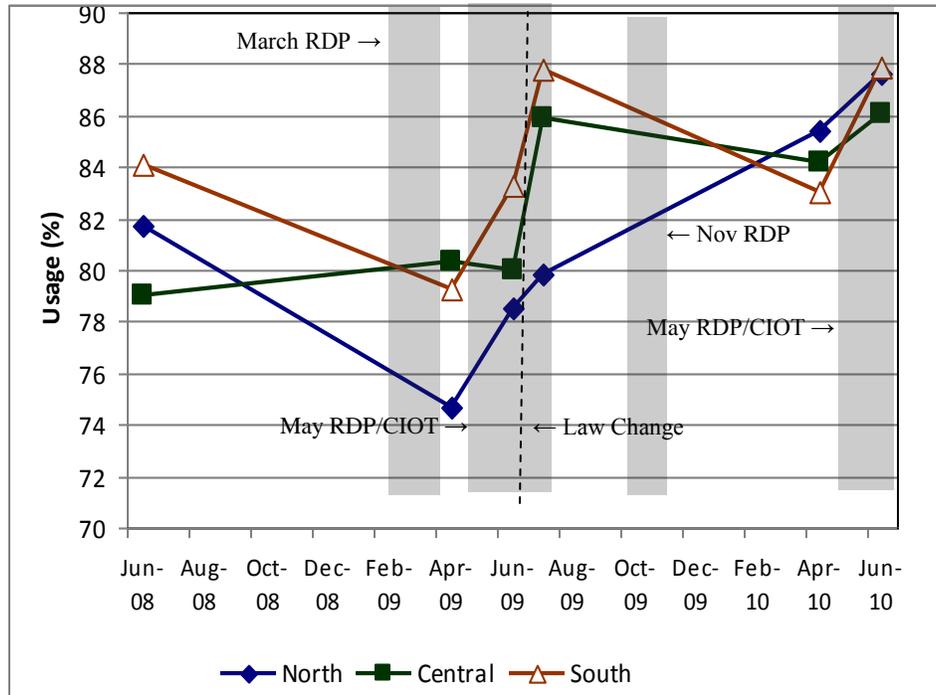
For the period from April to July 2009, which involved a combination of RDP, CIOT *and* law upgrade effects, usage increased by 5.1 points in the north and by 7.6 points in remainder of the State. Thus, while there were gains in the north, there is no evidence from this critical period that the RDP activity added significantly to the impact of the CIOT and law change.

Of note again, however, is the fact that seat belt use *did not decline* in between statewide interventions (i.e., from July 2009 to April 2010) in the northern (RDP) region where the RDP was in operation. In fact, usage actually increased in the north during this period (+5.6 points, $p < 0.0001$), compared with declines in remainder of the State (-3.8 points, $p < 0.0001$). The increase in the north may have been influenced by the November RDP.

Moving to the next intervention period, the 2010 RDP/CIOT mobilization was associated with usage gains of 2.2 points in the north and 3.7 points in the non-north regions of the State. Overall, from the *April 2009 baseline* for these statewide surveys, through the June 2010 mobilization, usage changed by +12.9 points in the North and by +7.5 points in the remainder of the State. The greater overall gain in the north appeared not to be associated with greater gains associated with the RDP. Rather, it appeared to be associated with the lack of decay (actually a significant increase) in use between July 2009 and April 2010, which was a non-intervention period for the non-north region of the State.

In summary, these statewide survey data provided some evidence of and overall impact of the RDP (over and above that of CIOT) from April 2009 through June 2010. The increase in the northern region was larger than in the remainder of the State in May 2009 (+3.8 and +2.3 points, respectively) but not in May 2010 (+2.2 and +3.7 points, respectively). However, it appears that the RDP may have helped sustain gains associated with the 2009 mobilization and the law upgrade. The November RDP, in combination with the new law, *may have been* associated with an additional usage rate increase in the north.

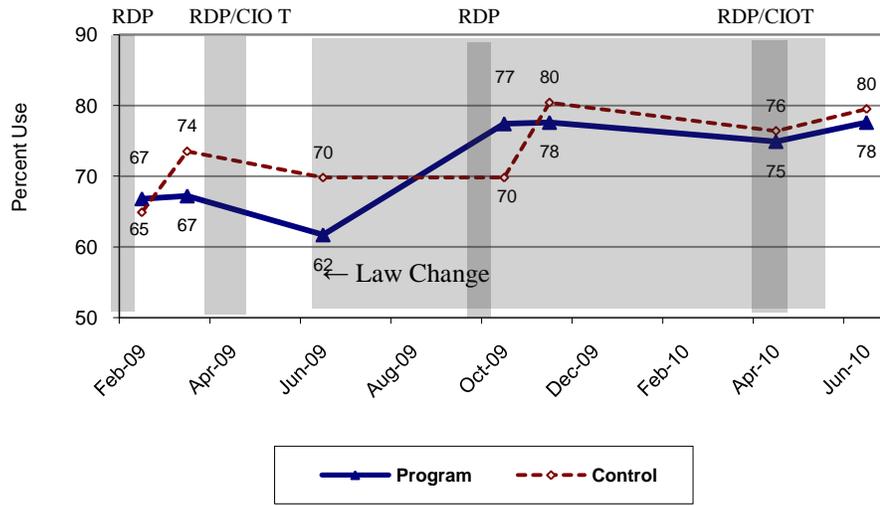
Figure 7. Trends in Statewide Observed Usage, by Region: 2008-2010



Rural Sub-sample Surveys. Figure 8 shows trends in seat belt usage, as measured by 45-site surveys in rural RDP-targeted counties in north Florida and 30-site surveys conducted in four non-RDP control counties in south-central Florida. Compared with the regional results (from the statewide surveys), there are some consistencies, but there are also some important differences that make an assessment of impact more difficult.

As with the results from the statewide surveys, the 45-site rural surveys suggest that the dominant intervention during the study period was the primary law upgrade in June 2009. However, unlike the statewide/regional data, they show no increases in the RDP targeted associated with the May RDP/CIOT wave that occurred immediately prior to the law change. After the upgrade, usage in RDP program areas increased immediately by about 16 percentage points. Usage in the control counties increased by about 11 points but this change was measured only after the November RDP mobilization had been conducted.

Figure 8. Changes in Observed Seat Belt Use in Rural Program and Control Areas



Also unlike the trends from the statewide surveys, there were slight (but significant) declines in usage in both the *program* and *control* areas from the July 2009 post-law survey to the April 2010 pre-mobilization survey. Although the decay appeared to be smaller in the program area, this decline in the program area was not consistent with the large and significant increase shown in statewide survey data.

Using the same baseline as that used for the statewide surveys (April 2009), the overall gains in the program and control areas through June 2010 were +10.4 points and +6.0 points, respectively, similar to the overall changes in the statewide data, which were +12.9 points in the north and +7.5 points in the “non-north” areas of the State. Both of these depictions of overall results suggest a slightly greater gain for the north/targeted region than for the non-north/control region. However, moving the rural survey baseline back to February 2009 results in a slightly different picture. Here, the overall gains were +10.8 for the program group and +14.6 for the control group. No February baseline data were available for the statewide surveys.

In summary of the results of these two sets of results, it appears that:

- Usage rates from the statewide/regional surveys were generally about 8-10 points higher than rates from the rural surveys.
- Associated with the first RDP, wave, the rural data showed a large gain for the control area (+8.6 points) and a very slight gain for the program area (+0.4 points). No statewide/regional data were provided for this wave.
- Associated with the May 2009 RDP/CIOT mobilization, the statewide survey data show gains for the northern and non-northern areas (+3.8 points and +2.3 points, respectively), with the larger gain in the northern (RDP) area. The rural survey data show declines in both the RDP program and control areas (-5.5 points and -3.7 points, respectively), with greater declines in the RDP area than in the control area.

- Associated with the law change, the statewide survey data show gains for both the north and non-north groups, with a smaller gain for the north than for the remainder of the State (+1.3 points and + 5.3 points, respectively); the rural survey data suggest a large change for the RDP program area (+15.7 points) and no change for the control area (prior to the November mobilization).
- Associated with the period from July 2009 to April 2010, when the only known intervention was the November RDP wave in the northern (RDP) region, the statewide survey data show an increase in the north (+5.6 points) and a decline in the remainder of the State (-3.8 points), while the rural data show little or no change in the RDP program area, but a large increase in the control area (+0.2 points and +10.6 points, respectively).
- Finally, associated with the May 2010 RDP/CIOT mobilization, both survey systems show gains for both groups, but with smaller gains in the RDP areas (+2.2 to +2.7 points) than in the control areas (+3.7 to +3.1 points).

Table 10 provides a relatively simplistic summary of the similarities and differences in results suggested by these two survey systems.

Table 10. A Matrix of Statewide and Rural Survey Results.

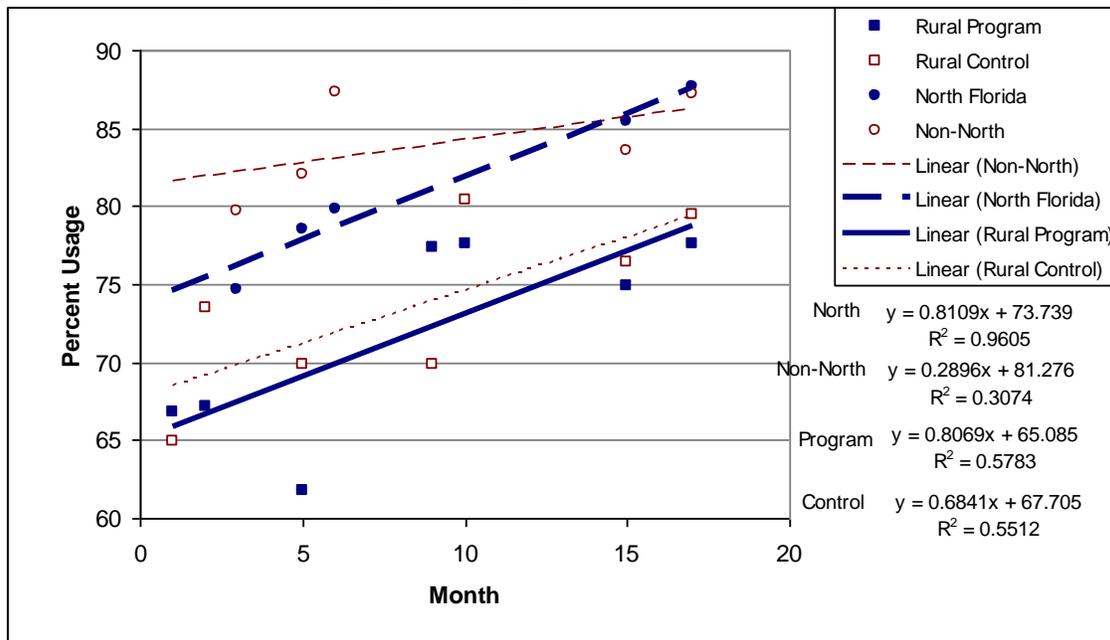
Survey System	Area	Intervention Period					
		W1	W2	Law	W3	No Statewide Intervention	W4
Statewide	North	n/a	↑	↑	↑	↑	↑
	Other	n/a	↑	↑	↓	↓	↑
Rural	Program	↑	↓	↑	→	↓	↑
	Control	↑	↓	→	↑	↓	↑
Legend: ↑ denotes increase; ↓ denotes decrease; → denotes no change							

An Analysis of Trends. In order to provide some additional insight into the mixed results from these two data sets, least-squares, linear trend lines were constructed for each set. The trend lines were very similar for the *northern region* data (from statewide surveys) and *program area* data (from rural surveys). Using survey month as the x-axis values, the trends for both of these data sets had a slope of 0.81. Intercept values were generally higher for the statewide survey data than for the rural survey data, indicating higher usage rates in the statewide data set (which included more urban observational sites) than in the rural survey data set. The R^2 value was also higher for the targeted area in statewide data ($r^2 = 0.96$ for the northern region) than in the rural data ($r^2 = 0.58$ for the program area). The four regression formulas were as follows:

Northern Region (statewide survey data)	$y = 0.811x + 73.74; R^2 = 0.961$
Central and South (combined from statewide)	$y = 0.290x + 81.28; R^2 = 0.307$
Program Area (rural survey data)	$y = 0.807x + 65.09; R^2 = 0.578$
Control Area (rural survey data)	$y = 0.684x + 67.71; R^2 = 0.551$

Based on these trends, both the statewide and rural survey data show a greater slope value for the *RDP targeted* area than for the *non-targeted* area. This suggests that, in both data sets, the overall increases were greater for the RDP-involved area than for the non-RDP-involved area. Secondly, the *differences between* targeted and non-targeted areas were greater in the statewide survey data than in the rural survey data. Third, as previously mentioned, there were generally higher usage rates in the statewide survey data than in the rural survey data. Taken together, these data reflect the fact that the statewide data included more urban observations (even in the more-rural northern counties) than did the rural survey data and, while the RDP appeared to have an overall impact on the targeted areas, it may be that the impact was greater when more-urban sites were included in the survey sample. Figure 9 shows the raw data and the trend lines for each data set.

Figure 9. Trend Lines of Changes in Usage Associated with Statewide and Rural Surveys



V. Summary and Discussion

Florida's Rural Demonstration Program (RDP) was effective in increasing awareness and improving belt use in a targeted rural region of the State. Generally, greater levels of RDP enforcement activity were achieved over time, and program awareness increased as earned and paid publicity intensified; at least in part due to an increase in program activities related to the passage of the new primary law. Both the RDP and the law upgrade contributed to a double digit increase in measured seat belt use in rural areas.

Increases in awareness of seat belt messages were measured every RDP wave. Pre-to-Post increases in awareness were greatest across RDP waves that were followed by CIOT mobilizations. Pre-to-post increases in awareness were also measured in the control areas but only after waves when CIOT was implemented statewide. Pre-to-post increases were always greater in the RDP area when compared to the control area.

Two types of observation surveys were used to estimate seat belt use: statewide surveys and RDP surveys. Statewide survey data broken out by region indicated greater gains over-time in the northern portion of the state where the RDP was implemented compared to other regions of the State. RDP surveys were designed to measure belt use at more rural sites, and these surveys indicated greater increase in the control area (+14.6 points) versus the RDP area (+10.8 points). However, linear trend lines suggest a greater impact in usage with both the (Northern Region) statewide and RDP target area surveys when compared to the RDP non-target area. It also appears that the RDP, in combination with the primary law upgrade, helped sustain usage gains in the Northern region of the State, while other regions experienced some level of decay between CIOT mobilizations.

In summary, the RDP program worked in a number of ways. There is evidence of increased activity, enforcement, and awareness as a result of the RDP. Outcomes from observation surveys also indicate improvement in belt use, but there are additional factors (namely, CIOT and the initiation of a primary law) likely contributing to improvement in all areas of the State; at times making RDP's direct effect on belt use less apparent. What we do know is that there was a clear increase in belt use across the RDP area, but only after the change to a primary enforcement law, which was also a marker for heightened program activity and awareness.

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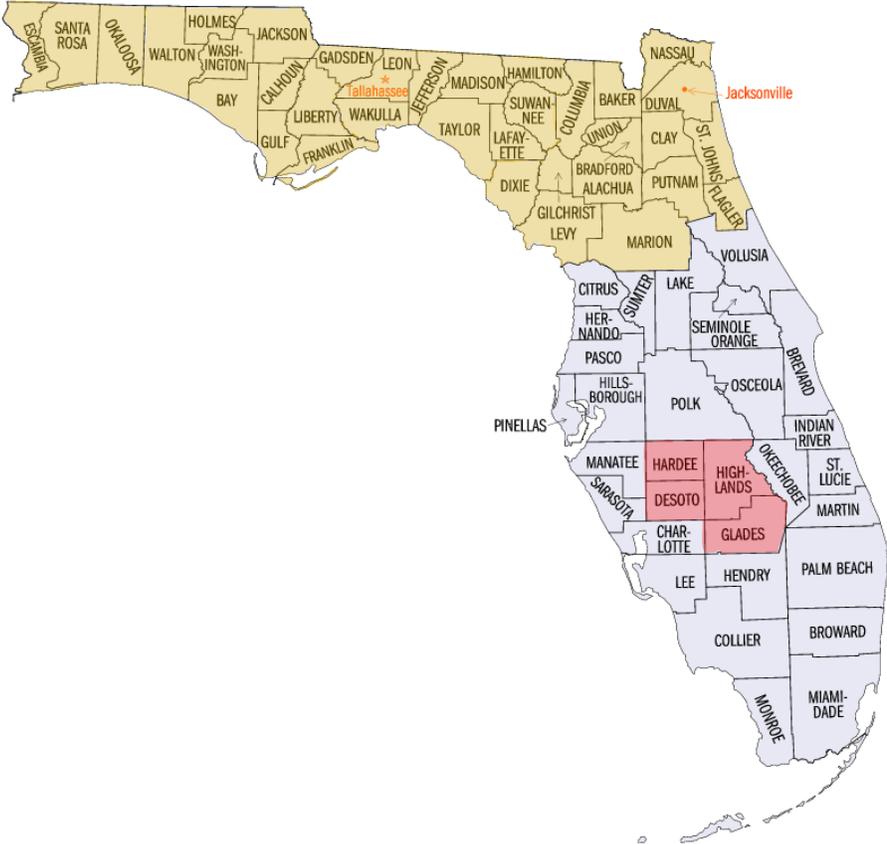
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APPENDICES

Appendix A. Map of the RDP Program and Control Areas

**Rural Demonstration in the State of Florida
Program Counties (Orange) & Control Counties (Red)**



Appendix B. DMV Awareness Survey Results – RDP Program and Control Areas

In past month, have you seen or heard about police enf on belt use?	Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10	
	RDP	44%	55%	55%	76%	65%	73%	53%	74%
	CNTRL	46%	46%	63%	73%	66%	60%	57%	69%
In past month, have you personally experienced this enforcement?	Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10	
	RDP	22%	32%	23%	30%	38%	49%	28%	34%
	CNTRL	23%	26%	27%	28%	29%	26%	30%	32%
Chance of Ticket (Always + Nearly Always)?	Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10	
	RDP	54%	61%	66%	62%	63%	71%	52%	65%
	CNTRL	54%	63%	55%	57%	66%	59%	60%	55%
Do you think it's important for police to enforce the law?	Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10	
	RDP	90%	89%	86%	89%	88%	86%	85%	88%
	CNTRL	91%	92%	88%	83%	92%	87%	86%	88%
Do you think the law is enforced (very + somewhat) strictly?	Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10	
	RDP	71%	74%	83%	79%	80%	84%	76%	82%
	CNTRL	74%	80%	73%	76%	78%	76%	79%	80%
Have you ever been ticketed for non-use?	Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10	
	RDP	16%	16%	15%	14%	20%	23%	15%	21%
	CNTRL	22%	12%	17%	16%	15%	14%	17%	16%
Have you seen/heard anything about seat belts in your State?	Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10	
	RDP	63%	73%	83%	88%	78%	85%	69%	83%
	CNTRL	66%	69%	82%	86%	75%	76%	73%	81%
Read about seat belts in Newspaper	Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10	
	RDP	15%	19%	18%	28%	20%	27%	17%	23%
	CNTRL	16%	19%	22%	28%	23%	22%	17%	21%
Heard about seat belts on Radio	Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10	
	RDP	19%	18%	27%	32%	26%	30%	23%	30%
	CNTRL	14%	19%	22%	26%	23%	20%	22%	22%

Saw an ad about seat belts on TV		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	36%	39%	50%	56%	48%	53%	44%	52%
	CNTRL	36%	40%	58%	54%	46%	45%	44%	56%
Saw an ad about seat belts on a Billboard		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	22%	25%	28%	25%	26%	29%	30%	33%
	CNTRL	27%	26%	20%	16%	18%	28%	26%	22%
Saw an ad about seat belts in a Brochure		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	4%	5%	2%	4%	5%	9%	5%	4%
	CNTRL	2%	5%	2%	2%	1%	2%	3%	1%
Heard about seat belts through the Police		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	7%	9%	6%	7%	8%	9%	11%	10%
	CNTRL	6%	8%	8%	10%	6%	8%	7%	7%
Heard about seat belts through "Other" sources		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	6%	4%	5%	9%	5%	4%	7%	6%
	CNTRL	7%	6%	6%	8%	8%	7%	7%	7%
Have You seen/heard anything about seat belts in Rural areas?		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	30%	33%	33%	42%	36%	38%	31%	46%
	CNTRL	32%	30%	36%	40%	34%	33%	28%	36%
In rollover crash, better off wearing belt		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	97%	97%	92%	n/a	n/a	n/a	n/a	n/a
	CNTRL	95%	98%	98%	n/a	n/a	n/a	n/a	n/a
Heard of Buckle Up Florida?		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	37%	42%	32%	46%	45%	54%	41%	41%
	CNTRL	35%	37%	39%	33%	32%	41%	38%	40%
Heard of Buckle Up In Your Truck		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	3%	2%	3%	2%	4%	7%	4%	3%
	CNTRL	3%	2%	3%	3%	2%	3%	4%	3%
Heard of Click It Or Ticket		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	80%	77%	80%	82%	79%	73%	84%	85%
	CNTRL	75%	76%	79%	81%	75%	78%	84%	82%

Heard "Other" slogan?		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	2%	1%	0%	1%	2%	1%	1%	2%
	CNTRL	3%	3%	2%	2%	2%	3%	1%	2%
In past month, have you seen anything on night enf?		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	24%	73%	18%	25%	31%	42%	21%	34%
	CNTRL	20%	76%	21%	19%	21%	19%	19%	23%
Can a FL officer stop vehicle solely for belt?		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	n/a	n/a	88%	94%	94%	94%	91%	92%
	CNTRL	n/a	n/a	92%	96%	92%	93%	91%	92%
Should an officer be able to stop vehicle solely for belt?		Feb '09	Mar '09	June '09	July '09	Nov '09	Nov '09	Apr '10	June '10
	RDP	n/a	n/a	53%	78%	76%	75%	71%	71%
	CNTRL	n/a	n/a	75%	77%	79%	78%	74%	75%

Appendix D. Rural Observational Survey Form

SITE NUMBER: _____ SITE: _____

NOTES: _____

DATE: _____ - _____ - _____ DAY OF WEEK: _____

WEATHER CONDITIONS

- 1 Clear / Sunny 4 Fog
- 2 Light Rain 5 Wet But Not Raining
- 3 Cloudy

DIRECTION OF TRAFFIC FLOW (Circle one): N S E W

START TIME: _____ (Observation period will last exactly 60 minutes)

Veh. #	VEHICLE			DRIVER			PASSENGER		
	Vehicle C = car T = truck S = suv V = van	Race W = White B = Black H = Hispanic O = Other	Sex M = male F = female U = unsure	Use Y = yes N = no U = unsure	Race W = White B = Black H = Hispanic O = Other	Sex M = male F = female U = unsure	Use Y = yes N = no U = unsure		
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