NOVEMBER 2024

Improving Traffic Ticket Outcomes: Behaviorally Designed Notices Increase Timely Responses and Reduce Fines

Traffic citations can cost hundreds of dollars, and unpaid tickets can snowball into greater penalties. We redesigned notices that drivers receive to help them better understand their options and obligations, as well as new ability-to-pay options. This led to more people responding to their tickets on time, and to more incomeadjusted fine reductions, saving drivers in Tulare County, California, an additional \$1.3 million in the course of a single year.

The Problem of High Fines and Fees

Fines and fees incurred in the legal system disproportionately penalize people with low incomes, saddling them with hundreds or thousands of dollars in debt they cannot afford. Often, the largest volume of fines and fees stem from traffic citations. Though these may seem like minor problems, people who cannot afford to pay them suffer additional consequences. For example, across the country, people who do not pay their fine or go to court to address their traffic citation are often penalized with new fines, suspended licenses, debt collection, and even arrest warrants.

In California, when we began working on this issue with the Judicial Council of California in 2020, people who didn't respond to their citations could receive a \$300 "civil assessment" penalty, suspended license, and eventual debt collection. New state laws reduced the civil assessment to \$100 in July 2022, and removed all use of license suspension for traffic citations in January 2023. These changes reflect the growing understanding that fines and fees disproportionately penalize some people. New approaches to these infractions can help ensure that laws are upheld without inadvertently setting off a cascade of other problems.

Highlights

- Costly fines and fees for traffic citations create billions in debt for California's drivers.
- We designed new court notices and envelopes to better highlight how to respond to a traffic citation, including the option to apply to have a fine reduced based on ability to pay.
- Improved court notices increased timely response to traffic citations by 7% and take-up of the online ability-to-pay system by 140%.

Local and state courts around the country are considering policy reform to address economic inequities, including adopting "ability to pay" programs that reduce financial obligations to be (at least somewhat) more proportional to income. In California, the Judicial Council created MyCitations, a new, innovative ability-to-pay system that allows people with traffic and other infraction-level citations to request a reduced fine through an online portal. This process is convenient and quick for users and efficient for courts.



However, MyCitations is only useful if drivers know about it. To improve awareness of this new system, as well as timely responses to citation deadlines and avoidance of additional penalties, we redesigned mailed notices for one of the counties (Tulare) already using the new system.

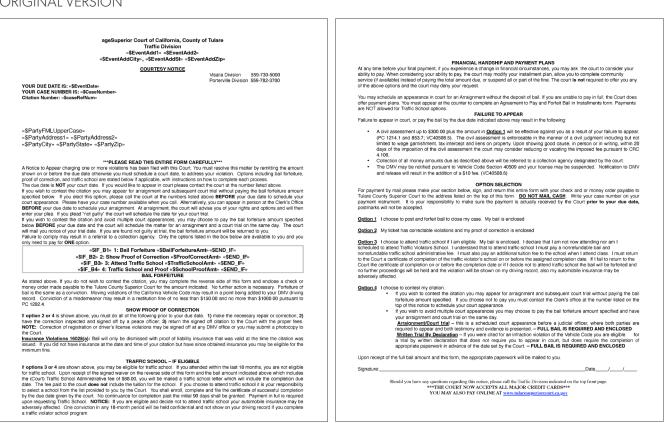
Project Approach

In California, people with traffic citations receive mailed notices from the court, and these notices generally provide the deadline, options for resolution (i.e., paying, correcting, or disputing tickets), and consequences for nonresponse. In Tulare County, we redesigned the first two notices sent: 1) a courtesy notice sent immediately after the citation is filed and 30 days before the deadline (see Figure 1), and 2) a **civil assessment notice** sent to people who miss the deadline, notifying them of the additional financial penalty if no action is taken within the next 30 days. (While many counties charged the civil assessment upon missing the original deadline, Tulare County gave people an additional reminder notice and grace period.)

We redesigned both notices to help people better understand their obligations, penalties for nonresponse, and ways to resolve their citation, including financial hardship options such as applying for a fine reduction at MyCitations, requesting payment plans, or requesting an extension to their payment deadline. The goal of this redesign was twofold: 1) to help more eligible people use MyCitations, and 2) to encourage more people to respond by the deadline, whether by better understanding actions to be taken or (by knowing of these financial hardship options) feeling less overwhelmed and therefore less likely to avoid taking any action.

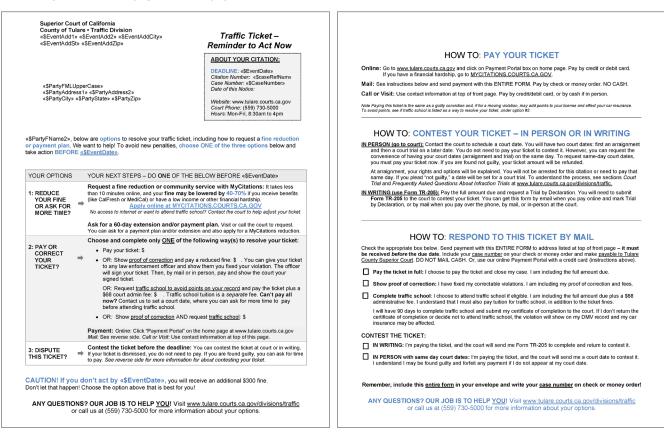
FIGURE 1: COURTESY NOTICE

ORIGINAL VERSION





BEHAVIORALLY REDESIGNED VERSION



In addition to the notices, we redesigned the **envelopes** to encourage people to open them immediately (see Figure 2). The front includes the message, "The court needs to hear from you. Open today." The back flap advertises MyCitations to further highlight this option. All court materials were designed with insights from behavioral science to avoid overwhelming citation recipients, help them better navigate their options for resolving a citation, and encourage action by the deadline to avoid additional consequences.

FIGURE 2: REDESIGNED ENVELOPE

FRONT		BACK	
		ODID YOU KNOW?	Drivers who have trouble affording traffic fines can ask for a lower fine or community service at MyCitations.courts.ca.gov More details inside
	The court needs to hear from you. Open today.		



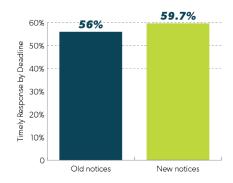
The Superior Court of California County of Tulare launched the new court notices for citations issued on or after June 2022. While we originally intended to launch the updated envelopes at the same time, supplier delays led to a later rollout in April 2023. We received detailed information for all new traffic citations filed with the county court between February 2022 and July 2023, approximately 55,000 citations in total. To measure impacts on timely response and payment, we matched that initial data to follow-up data for each citation after six months. To measure outcomes with the MyCitations system, we collected data on applications submitted through January 16, 2024.

To measure the impact of redesigned court materials, we used a quasi-experimental design approach called regression discontinuity in time, whereby we compared outcomes for citations just before and after the change in redesigned court materials. For the updated notices, our study included citations issued over almost five weeks before and nine weeks after the introduction of the new forms. Our control group consisted of 3,481 citations filed between May 3, 2022, and June 5, 2022, and our treatment group of 2,710 citations issued between June 6, 2022, and July 30, 2022.¹ For the updated envelopes, our control group consisted of 10,701 citations issued from January 1, 2023, to April 2, 2023. Our treatment group consisted of 8,805 citations issued from April 3, 2023, to June 30, 2023.²

Project Results

The redesigned court notices increased timely response by the **deadline by 3.7 percentage points**³ (a 7.1% increase compared to a baseline of 56% of cases). Drivers who received the new courtesy notice were more likely to respond by the initial deadline, thereby avoiding a civil assessment notice and subsequent late penalty that would increase their total amount due. However, among those who did not respond by the deadline and received a Civil Assessment notice, timely response for the second deadline decreased by 4.5 percentage points⁴ (a 12.9% decrease from a base rate of 34.7% of cases sent civil assessment notices). The increase in timely response by the deadline outweighs the decrease in response to the Civil Assessment notice because 6,191 drivers received courtesy notice and 2,604 received the civil assessment notice; however, this suggests that at least some of the increase in timely response for the initial deadline is due to shifting drivers who would have otherwise been responsive to the civil assessment notice to instead respond on time. Overall, fewer people (27% vs. 29%) incurred a civil assessment penalty due to the net increase in response by the first and second deadlines.

NEW NOTICES INCREASE TIMELY RESPONSE TO CITATION



¹ While our original sample included citations issued over the 12 weeks before and after the new notices launched, both the control and treatment samples were reduced due to the abrupt change in the civil assessment penalty from \$300 to \$100 on July 1, 2022. This allowed us to compare citations where the courtesy notice said \$300 and the civil assessment notice said \$100, whereas all before and after this time period would have differing amounts listed

² This sample unintentionally coincided with a second change in civil assessment penalty from \$100 to \$0 on March 31, 2023.

³ Statistically significant at the 1% level (p > 0.01).

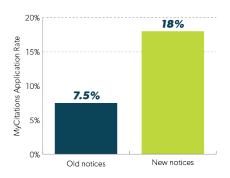
⁴ Statistically significant at the 5% level (p > 0.05).



MyCitations applications increased by 10.5 percentage points⁵

(a 140% increase from base rate of 7.5% of cases) for drivers who received the new court notices. Specifically, 260 drivers receiving the old notices applied to MyCitations and saved a total of \$82,660 in ability-to-pay adjustments. Among the group receiving the new notices, 472 drivers applied and received \$104,179 in total adjustments. The total savings for drivers increased with more applications, while the average savings decreased. This is because as more people used MyCitations, the average fine amount per applicant decreased (from \$535 in the old notices group to \$395 in the new notices group), while the average original fine amount due in the new (\$394) and old (\$418) notices groups overall were largely similar. Additionally, both the MyCitations approval rates (97% compared to 95%) and adjustment rates (58% vs. 62%) were comparable before and after the notices were redesigned.

NEW NOTICES INCREASE USE OF MYCITATIONS



Overall, the adjusted average amount due for approved MyCitations applicants was \$203 (down from \$535) for the old notices group and \$167 (down from \$395) for the new notices group.⁶

From July 1, 2022, to June 30, 2023, the 7,232 drivers who successfully applied to MyCitations saved an average of \$302.70 each. Since the updated court notices increased applications by an additional 10.5 percentage points, this means that the new notices generated approximately **4,219 additional applications to MyCitations**, totaling \$1.3 million in **new** savings.

FINE REDUCTIONS FOR MYCITATIONS APPLICANTS



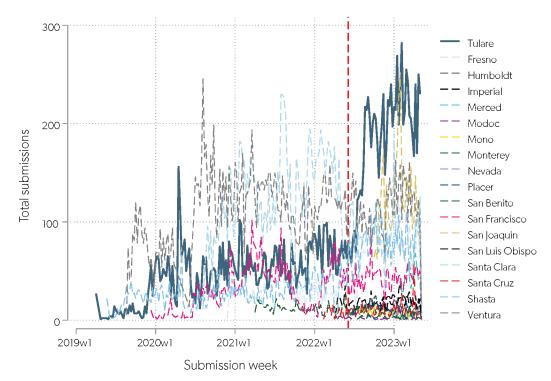
⁵ Statistically significant at the 1% level (p>0.01).

⁶ While the data is able to track ability-to-pay adjustments via MyCitations, it cannot track ability-to-pay adjustments made in court. Therefore, we are unable to determine what portion, if any, of the new MyCitations applications are new adjustments that would not have otherwise occurred versus adjustments that are now more convenient and less costly (time, travel) for people to request.



FIGURE 3: APPLICATION SUBMISSIONS TO MYCITATIONS ACROSS PARTICIPATING COUNTIES

Red vertical dotted line = date of change from old to new notices in Tulare County



While drivers saved more and responded faster on average, we did not find a significant effect on whether drivers made any payment (in part, in full, or as a proportion of the total amount due) to their citation amount in response to either the redesigned notices or envelopes. However, these results are measured six months after the date of citation (while MyCitations applications continue over time). Therefore, we are unable to observe the long-run ticket resolution for drivers who applied to MyCitations (since ticket resolution takes longer for drivers who apply to MyCitations), so these payment outcomes may be underestimated.

For the updated envelopes, we found a 2.4 percentage point increase in response to the civil assessment notice and a 1.3 percentage point increase in MyCitations applications. However, the envelopes were not only rolled out *in addition* to the already improved notices, they were also implemented *concurrently* with a policy change removing the civil assessment penalty entirely in Tulare (from \$100 to \$0). This unplanned overlap with the penalty removal makes it impossible to distinguish the effects of the envelope from the policy change (whose effects may be opposite), and therefore we are unable to draw clear conclusions about the impact of the envelopes from this study.

For all the above outcomes, the redesigned court materials have similar impact across drivers of different income groups (based on census tract data for zip codes). Additionally, the effects are similar regardless of fine amount. This suggests that improving court materials helps all drivers, while even more can be done to address the economic burden of citations for drivers with lower incomes.



Project Takeaway

Ticketed drivers are responsive to clearer communication about how to respond to their traffic citations, and we see a substantial desire to participate in ability-to-pay adjustment programs. In Tulare County, drivers ticketed between July 1, 2022, and June 30, 2023, saved \$2.2 million thanks to MyCitations reductions.⁷

To estimate how much MyCitations could save drivers across California, we assume that drivers across California would apply to MyCitations (and be approved) at the same rate. Between July 1, 2022, and June 30, 2023, California drivers received 2,621,465 traffic and infraction tickets, which would be the equivalent of 487,200 approved MyCitations applications across California. Assuming the same average adjustment as Tulare citations received in that period (\$302.70), this would **translate to over \$147 million in total savings to California drivers over one year.** While this estimate makes strong assumptions about how representative Tulare is for the state of California in terms of eligibility for MyCitations income-based adjustments, this gives us a sense of scale for total annual savings across the state.

Beyond Tulare County, our results suggest that improving the clarity of citation notices, making the consequences of inaction explicit, and emphasizing the opportunity for fine reductions can increase response rates and improve take-up of fine reduction systems.

From July 1, 2022, to June 30, 2023, there were 7,232 approved MyCitations applications with average adjustments of \$302.69 per citation.

⁸ This assumes 18.6% of cited drivers successfully applied to MyCitations and received an average adjustment amount of \$302.69.