# VERMONT HIGHWAY SAFETY PROGRAM



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## INTRODUCTION

2006 started off with an unprecedented effort by law enforcement agencies on cooperative highway safety initiatives. Following Vermont's first ever traffic safety summit, held in November of 2005, regional summits were held in the early spring to ensure that joint efforts continued. Agencies worked out strategies to target areas most in need of enforcement, areas with the highest number of crashes and incidences of drinking and driving. Rutland County, which for several years had the highest number of fatalities in the state, started holding checkpoints and saturation patrols with every law enforcement agency in the county participating. The result realized was zero fatalities in the first six months of the year.

That was the good news. The bad news, fatalities were up almost 60 percent in the state. Vermont was on pace to see the highest number of fatalities in modern history. Concern was so high that Commissioner Sleeper called a special fatality summit. In very short order, 70 agencies met to decide a course of action to reduce deaths on our roadways. It was learned at the summit that the majority of fatal crashes were speed related and taking place on secondary roads and state highways. Agencies pledged a reduced tolerance for speed infractions, press conferences were held to announce initiatives and enforcement efforts were increased. All this was done without additional funding from highway safety, since there were no funds available. The result was an immediate reduction in fatal fatalities, and the last six months of the year saw a 30 percent reduction from the same time period of previous years. While Vermont surpassed the total number of fatalities in 2005 in the first three quarters of 2006, the extraordinary effort put forth by law enforcement means Vermont will be only slightly above the rolling average for the last five years. In fact, in November, when Vermont averages eight fatalities for the month, only one person died on our highways. A Click It or Ticket campaign, conducted over the Thanksgiving holiday, kept the busiest travel time fatality free in Vermont.

While law enforcement agencies have rallied during our crisis, we do foresee problems staffing our campaigns in the future. Funding for equipment rewards for those taking part in our initiatives has been fully expended. Police Chiefs have been able to allow personnel and cruisers to work outside normal jurisdictions by showing governing bodies that the town benefits, along with taxpavers, through equipment rewards. Without such benefits, chiefs are being told that they will no longer be able to take part in our campaigns. We are relying more and more on fewer and fewer agencies and will have to come up with a long term solution so we are not facing a crisis every year.

Vermont has also seen personnel changes, some permanent, some temporary. Longtime Coordinator Jeanne Johnson was activated and sent to Iraq for a year and will be sorely missed. Grants Manager Judy Perkins retired, and two new positions have been created; a crash data analyst who will help direct resources to needed areas, and a public information officer that will be a state position instead of grant funded. Colonel Powlovich, who headed the state police for six years, retired and was replaced by Colonel Baker, who spearheaded the Traffic Safety Summit and regional meetings. Vermont will have several new Sheriffs next year, and many Police Chiefs are retiring. GHSP staff is working hard to ensure continuity to our programs.

**Steve Reckers, Acting Coordinator** 



#### **CRASH SUMMARY:**

Vermont will see an increase in highway fatalities in 2006, but as already mentioned, law enforcement rallied in the second half of the year and kept numbers for the last quarter well below our average. Our fatality rate trend remains constant at 1.1 over a three-year average and crash rates for Graduated Drivers continue to drop, although Vermont saw an increase in teen fatalities this year. Failure to yield, inattention and speed remain the top three causes of crashes in Vermont, while speed and alcohol, combined with lack of restraint use, remain the top causes of fatal crashes. Despite our best efforts, the safety belt use in Vermont has actually decreased by two percent from the previous year, and the majority of our fatalities are unbuckled. The injury trend is up significantly, but we believe this is due to better reporting by agencies of crashes. Our alcohol trends remain constant, with about a third of our fatal crashes alcohol-related, but again, Vermont will have one of the lowest rates in the country for alcohol related fatality rate per 100M VMT.

#### **ACCOMPLISHMENTS:**

When Vermont traffic safety advocates, including GHSP and law enforcement officials, announced we were on pace to have our worst year in decades for highway fatalities, everyone rallied, including the media. A press conference was held and

police announced their agencies would have a reduced tolerance for speed when it was shown that the majority of the fatal crashes were speed related. The media stepped up to the plate as well, broadcasting the appeal for Vermonters to slow down, and continuing with follow-up stories for the rest of the year on the fatality trends.

Despite the reduced number of agencies participating, the Click It or Ticket Task Force again hit the road in May and 40 officers contacted almost 44,000 Vermonters with the message to buckle up. The Task Force held more than 150 events to deliver that message, wrote 559 seat belt tickets and 84 child restraint tickets (more than half the CRS tickets written for the year) and made 16 arrests, mostly under Vermont's recriminalization for driving while suspended, which had been made a civil offense a few years ago.

During our four major campaigns, two each for occupant protection and drinking and driving, Vermont law enforcement officers contacted almost 183,000 Vermonters, about a third of the state's population, with messages to always buckled up and never drink and drive. Just shy of 1,900 events were held and successful partnerships continued with organizations such as Thunder Road and the Vermont Voltage to promote safe driving habits in Vermont.

#### **CHALLENGES**:

Highway safety problems have long been identified and vary little from year-to-year in Vermont. We are a rural state with law enforcement spread too thin, covering too great an area and agencies continue to be understaffed. But despite the enormous hurdles, these same agencies continue to support our campaigns, working hard to save lives. Officers continue to set the bar higher on each campaign, seeking new methods to get Vermonters to buckle up, slow down and to not drink and drive.

# **CRASH DATA/TRENDS**

## **Crash Data / Trends**

1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
	Fatalities (Actual) Fatality Trend (3-year average)									
106	88	96	104	90	76	92	78	69	98	73
98	90	97	96	97	90	86	82	80	82	80
,	Rate /100	1		1	1			1		
•	ality Rate			age)						
1.7	1.4	1.5	1.6	1.4	1.2	1.2	1.0	0.9	1.3	1.0
1.5	1.5	1.5	1.5	1.5	1.4	1.3	1.1	1.0	1.1	1.1
Injuries	(Actual)									
Injury Tr	end (3-ye	ar averag	e)							
3,883	3,883	3,761	3,663	3,202	3,116	3,061	2,720	3,972	4,494	
4,149	4,149	4,019	3,769	3,542	3,327	3,126	2,966	3,251	3,729	
•	& Serious		•	•						
	& Serious					l			l	
11.31	10.64	10.58	9.45	9.1	9.46	9.79	6.55	7.02	6.96	
11.70	11.35	10.84	10.22	9.71	9.34	9.45	8.60	7.79	6.84	
•	Fatality Rate/100K Population									
	Rate Tren									
18.23	14.95	16.30	17.60	15.16	12.48	15.03	12.67	11.15	15.77	11.71
15.75	15.48	16.49	16.28	16.35	15.08	14.22	13.39	12.95	13.20	12.88
	Serious In				.: (0					
	Serious In						T i	00.0	00.4	
120.0	113.8	114.4	102.4	98.0	101.8	123.3	83.5	90.0	86.4	
124.1	120.7	116.1	110.2	104.9	100.7	107.7	102.9	98.9	86.6	
Alcohol Related Fatalities Alcohol Related Fatality Trend (3-year average)										
			· · ·		l'	20	200	07	20	20
39	40	33	36	33	30	32	26	27	32	29
36.7	37.0	37.3	36.3	34.0	33.0	31.7	29.3	28.3	28.3	29.3
Proportion of Alcohol Related Fatalities Alcohol Proportion Trend (3-year average)										
		34.4%			20 50/	24 00/	22 20/	20 10/	22 70/	20.70/
36.8% 38.0%	45.5% 41.3%	38.9%	34.6% 38.2%	36.7% 35.2%	39.5% 36.9%	34.8% 37.0%	33.3% 35.9%	39.1% 35.7%	32.7% 35.0%	39.7% 37.2%
	Related F		!	•	30.976	37.076	33.976	35.7 /6	35.0 /6	31.2/0
	Fatality R	•								
0.63	0.64	0.52	0.56	0.53	0.47	0.41	0.33	0.34	0.4	0.38
0.58	0.60	0.60	0.57	0.54	0.52	0.47	0.40	0.36	0.4	0.37
1 <b>996</b>	1 <b>997</b>	1 <b>998</b>	1 <b>999</b>	2000	2001	2002	2003	2004	2005	<b>2006</b>
					2001	2002	2000	2007	2000	2000
Percent of Population Using Safety Belts Safety Belt Use Trend (3-year average)										
69.0%	70.9%	62.7%	69.6%	61.6%	67.4%	84.9%	82.4%	79.4%	84.7%	81.8%
67.9%	69.0%	67.5%	67.7%	64.6%	66.2%	71.3%	78.2%	82.2%	82.2%	82.0%
1 21.00,0	1 22.070	1 21.0				1 110,0				

## **Vermont Projects**

Vermont would be remiss if we didn't mention the myriad of programs we have other than impaired driving and occupant protection provided for in this formatted document. While those two programs remain the cornerstone of our efforts, what follows is just as important to the overall success of our highway safety initiatives.

### **Motorcycle Safety Campaign**

Until now our Motorcycle Safety Program has consisted of the Vermont Rider Education Program. This program is operated by the Vermont DMV and has been very effective as a tool to train new riders or those riders reentering the motorcycle community. However, the program has not garnered the support of experience riders. Given the thousands of motorcycle riders in Vermont that we would consider experienced, we have failed to draw them into our experienced course offerings. In addition, the program itself stops well short of addressing alcohol/drug impaired riding, as well as motorist awareness and other issues such as rider conspicuity.

The GHSP is in the process of partnering with the Vermont DMV and other interested parties on addressing the ever upward trend of motorcycle fatalities. We are taking steps to address this deadly trend. The Commissioner of Public Safety, Kerry Sleeper has endorsed our plan to formulate a Motorcycle Safety Task Force. This Task Force will be charged with laying out a blueprint of action to help us reduce our motorcycle deaths and injuries.

# **Vermont Teen Leadership Safety Program**

The VTLSP has membership in 39 high schools across Vermont. Students at these schools conducted safety belt surveys and promoted wearing of safety belts. The result was that 86 percent of students reported always wearing their safety belts while driving, and 83 percent when riding as a passenger. While this is above the statewide average, GHSP knows that if we can get students to buckle up as they start their driving careers, they will continue to wear belts, and we will continue to work with VTLSP to increase belt use among students.

VTLSP was also heavily involved in combating drinking and driving, along with promoting the START program, which targets underage drinking parties. Students created public information and materials that were distributed around the state and promoted the 1-866-Teen Use toll free number that is used to report underage drinking. While there is no MADD chapter in Vermont, students of the VTLSP participated in national meetings of SADD, and worked with the National Guard Drug Reduction Unit, the Department of Liquor Control, School Resource Officers and DARE officers around the state and sent 38 students to the National SADD conference in Boston. along with six adult advisors. VTLSP also helped with 23 Town Meetings in Vermont, speaking out about underage drinking.

### **IMPAIRED DRIVING**

Vermont follows national trends; 8 in 10 operators taken into custody for driving under the influence are male, and 70 percent of those are first time offenders. About 90 percent of repeat offenders see some jail time, but like everywhere else, our prisons are over-crowded and sentences are generally of short duration. Vermont has averaged 4,770 arrests for DUI annually over the past five years.

Because participation by law enforcement mobilizations is voluntary, Vermont is proud of the fact that nearly 100 percent of the law enforcement community participates. This is especially heartening because GHSP can no longer reward those who do participate with equipment rewards. Some agencies do get grant money for our campaigns, but all those funds are used to pay officers. Guidelines, such as contacts per hour, are always exceeded by those taking part. For instance, we ask for two or three contacts per enforcement hour during patrol, Vermont agencies average six per hour, with an average cost of \$6 per contact. With each fatal crash in Vermont having an economic impact of almost \$1 million, the \$300,000 invested in our DUI campaigns is obviously very cost effective.

#### PROGRAM OVERVIEW

Vermont continues to be the best in the nation concerning alcohol-related deaths per miles traveled, according to NHTSA. This is a great accomplishment. Yet a third of our fatalities are alcohol-related. But in fact the lower the number of those killed on Vermont roadways, the higher the percentage rises of those involving alcohol. It will be very difficult to lower the number of fatal crashes involving alcohol simply because Vermont's numbers are so low.

This does not deter the agencies and safety advocates from continuing efforts to reduce the incidents of drinking and driving on our roadways. GHSP is dedicated to DUI enforcement and funding of programs at the local level are provided after careful review by GHSP staff and approved by Vermont's DUI Policing Task Force.

We continue to run two mobilizations a year. The 2006, mobilizations resulted in 189 arrests for DUI. Agencies are adjusting tactics to better target areas and times noted for increased drinking and driving. For instance, checkpoints and saturation patrols along our western border are running much later because bars in New York close two hours after Vermont bars shut down, and agencies were seeing an increase in crash rates along roadways leading from New York back into Vermont during these late hours. We do not yet have data to see the results of these efforts, but we applaud the agencies for taking a new approach to combat this age old problem.

Governor's Highway Safety Program, Vermont State Police and the Vermont Chiefs Association are currently cooperatively coordinating the start-up of a Drug Recognition Expert (DRE) program in Vermont. DRE is a growing specialty in law enforcement that has great promise as a means of identifying and prosecuting drugimpaired drivers. The National Highway Traffic Safety Administration (NHTSA) and the International Association of Chiefs of Police (IACP) endorse the DRE Program.

Vermont currently has five certified Drug Recognition Experts. The Drug Recognition Expert Committee is working to start this program and have it recognized. The committee looks forward to continuing the process and establishing case law in the drugged driving area.

The DRE network in Vermont is growing and as it grows, the ability of the police community in Vermont to recognize, identify and prosecute drug impaired drivers improves.

The DUI Task Force met recently, and approved a new checkpoint policy that GHSP will require adoption of for those agencies using our grant dollars. The goal is to have a consistent state-wide policy to reduce legal challenges to arrests made during checkpoints.

The Department of Health also recently purchased new datamasters and is in the process of setting up, and training officers on their use, in a limited area. It is hoped that each year areas will be expanded.

The Emergency Nurses CARE Program educates Vermonters from elementary school through senior citizens about the effects of alcohol and other drugs and the dangers of impaired driving. The ENCARE program centers on a slide presentation showing crash victims being treated in an emergency room trauma center. The associated narrative describes the effects of alcohol; the injuries, treatment and care of survivors; and the personal and social consequences of alcohol-related crashes.

The program emphasizes the dangers of impaired drivers and other risky driving practices and encourages safe alternative choices. ENCARE uses former victims to assist in the presentation whenever possible. ENCARE also plays a lead role in the "THINK" memorial sign program, which marks the sites of alcohol-related fatal crashes.

The DUI Resource Attorney, located in the Office of State's Attorneys, supports efforts to remove and sanction drivers arrested for driving after drinking. The Resource Attorney provides legal support on appeals with statewide or constitutional impact or in areas where local prosecutors have limited experience. The Attorney provides informational, training and legal research support to prosecutors and enforcement officers. The Attorney works with various agencies to improve DUI laws and their applications and the Department of Health to maintain acceptability of the DataMaster infrared breath testing equipment.

We will continue to use a tried and true method: find the problem areas, devise an effective strategy, dedicate the resources, educate the public, and enforce the laws in the highest visible manner to promote safe behavior on our highways.



## **OCCUPANT PROTECTION**

Vermont again ran a very aggressive Click It or Ticket campaign. We were determined to reach our goal of 85 percent safety belt usage. We again pulled out all the stops, continued partnering with professional sports teams, including and unprecedented effort at Thunder Road, Vermont's only professional race track. Vermont Teen Leadership members distributed material and information about safety belt use at every race. There was also a contest at every race; the winner was selected from those with a Click It or Ticket sticker on their vehicle. The grand prize, put up by Thunder Road, was a season's pass for next year. With thousands of spectators at every race from all over northern New England, the number of contacts was enormous.

GHSP also put our 40-person task force back on the road for 14 straight days of enforcement. We again "hired" four team captains who recruited teams of traffic safety specialists. These teams ran safety check points and conducted saturation patrols in every region of the state in an effort to increase belt use. Captains and their team members visited schools, had town governing bodies adopt proclamations and had members of the media as "ride-alongs" on patrols to educate the public on the importance of buckling up.

Despite our best efforts, we not only failed to reach 85 percent, we actually lost two percentage points from the year before, dropping to an 82 percent safety belt use rate. It gives us no solace that Vermont has one of the highest belt uses in the region, or that the region as a whole saw a decrease in safety belt use. Almost 1,400 safety belt tickets were written during our campaigns, along with 164 child restraint violations, but officers tell us they saw many more safety belt violations, with no primary reason for a stop.

Two campaigns were conducted, including the National May Click It or Ticket event, and another at Thanksgiving, one of the busiest travel holidays. More than 1,700 events occurred, including check points and saturation patrols. Almost 183,000 motorists were contacted; again a number equal to almost a third of Vermont's population. Vermont saw almost 100 percent participation for enforcement agencies.



#### PROGRAM OVERVIEW

The pre and post-campaign surveys revealed no surprises. Young, male pick-up truck drivers continue to have the lowest use rates, particularly along the southern and eastern borders. These areas border states with the lowest belt use rates in the country. Our media initiatives again targeted this audience and it is sad to say that more people are familiar with the slogan Click It or Ticket than are actually buckling up. Nationwide data indicates it will prove

difficult to attain higher usage rates unless and until we become a standard enforcement state.

Our child passenger safety program now has permanent fitting stations in 12 of our 14 counties, having added eight more stations for a total of 20 statewide. The number of car seat inspections that have been traditionally provided at special events have actually declined because of the increase in permanent stations. However, the number of inspections actually increased by 900, bringing the total to 1,929 for 2006.

CPS technicians saw more than 5,000 people in 2006, including expecting parents,

children and grandparents, among others. More than 700 car seats were distributed at large-scale inspections, permanent fitting stations, hospitals and through individual technicians.

The TOTSEAT hotline received more than 600 calls looking for information on fitting station locations, low-cost car seat purchases and basic CPS information.

Finally, the partnership with National Safe Kids continued, resulting in \$15,000 in grants being awarded to help with the purchase of car seats, advertising to promote inspections and supplies.



Promoting safety belt and child passenger protection at the Berlin Shopping Mall

## PAID MEDIA REPORT

Vermont now has a Chief Marketing Officer and contracts with three marketing agencies. GHSP took advantage of the streamlined processes and expertise and got more bang for the buck than ever before with our scarce advertising dollars. We particularly need to thank HMC and their employee Paula Bazluk for efforts to get our messages on air and targeted to the right audiences. Kudos as well to Christine Werneke, CMO who helped make the whole process easier and timelier.

Federal dollars fund the national Click It or Ticket campaign, and we saturated the airwaves in May. We ran four different television ads, and two different radio spots. Post campaign survey results showed an 86.5 percent recognition rate, with the average Vermonter seeing or hearing the spot at least 7 times. The Click It or Ticket phrase could be the best known slogan in Vermont.

No state funding was available for other campaigns. We purchased as much time as possible on all of Vermont's television markets, and targeted radio coverage. Recognition rates were obviously lower, but Vermont's purchase, coupled with the

national buy for You Drink & Drive, You Lose, resulted in an acceptable recognition rate of more than 40 percent. Earned media was harder to come by, since the campaigns are no longer "fresh."

#### **PROGRAM OVERVIEW**

Vermont's unique media problems remain unchanged as well, with heavy dependence on satellite television, negating local advertising, and the preponderance of radio stations with limited range. This is especially prevalent in our more rural regions, which have the lowest belt use rates. When we are granted federal funding, such as the May CIOT, we can saturate the state, and reach most areas.

We still have sponsors helping with production of our television public service announcements, such as AAA of Northern New England and State Farm Insurance. Clear Channel Radio continues to champion our cause of traffic safety and is always approaching us about new messages on member stations at no cost to GHSP and we can't thank the stations enough for their continued support of our mission.

## NOTEWORTHY PRACTICES

GHSP, at the behest of Commissioner Sleeper, pulled together a fatality summit in very short order in July of 2006. It was done as a direct result of an appalling and unacceptable spike in fatalities in Vermont noted at the end of June. Vermont saw a 60 percent increase over the previous years, and projecting almost 130 fatalities for 2006, our worst year in decades.

As a result of the fatalities summit, two decisions were made. One was to immediately notify all law enforcement of any fatality, including where it occurred, at what time and the cause and circumstances if known. By doing so, agencies in a region would be able to spot and react to trends immediately, instead of waiting for data. months or years later. For example, if three fatalities occurred on Route 2 in East Montpelier and were speed or alcohol related, agencies would know to step up patrols along that roadway at the appropriate times with the appropriate measures, be it increased radar use or a DUI Checkpoint.

The second decision was to add a crash data analyst to study the most current crash and ticket data to guide enforcement efforts in real time.

**PROBLEM STATEMENT**: After years of declining numbers of fatal crashes, Vermont

saw a sixty percent jump in highway deaths during the first six months of 2006. The highway safety office undertook an analysis of trends and found the major contributor to spikes in fatalities to have a common factor of speed and these crashes were taking place on secondary highways and roads. There was a slight shift in the day of week away from the weekends to Mondays and Tuesday drive times.

**OBJECTIVE**: To immediately decrease the number of fatalities.

**STRATEGY**: Immediately ramp up enforcement activities, including a reduced tolerance for speeding infractions. All law enforcement groups went to the press and asked for help getting the message out and this was accomplished. The results were astounding, with a thirty percent reduction of fatalities noted for the July to November period.

Funding Source: \$0 above normal grants

Cost: N/A

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## **LOOKING TO THE FUTURE**

Is it possible to be optimistic and frustrated at the same time, to see the glass half full and half empty? We are optimistic because we see unprecedented cooperation among agencies and advocates to rally around our initiatives and crises. We are frustrated because we had a crisis of fatalities and our safety belt rate is dropping even with the cooperative efforts, continued partnerships and intensified media support.

#### Significant challenges to be addressed:

The commitment by the Department of Public Safety, the Association of Chief's of Police, the Sheriff's Association and the Department of Motor Vehicles to do increased enforcement with fewer dollars is more than heartening. But we have to ask ourselves how long this commitment can be maintained with uncertain resources. Agencies continue to be short-staffed and have to deal with more than motor vehicle complaints. Recognition that all crime can be reduced with traffic enforcement is high in Vermont, but pressure is being applied to law enforcement officials by town governing bodies that are not seeing rewards and incentives seen in the past that made it easy to justify sending cruisers and personnel outside of normal jurisdictions. And with most agencies in Vermont small in size, joint ventures are needed to have a significant impact on highway safety measures.

Vermont had one of the best seat belt usage rates of any state in the nation with a secondary law. We've slipped in ranking

however, as more states have passed primary laws, and are participating in CIOT.

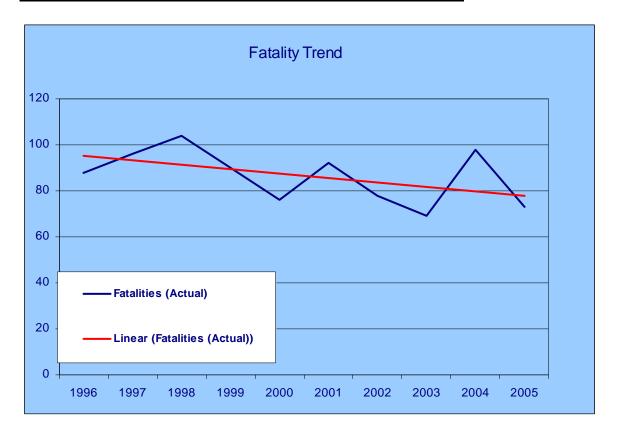
Vermont also faces sanctions for lack of repeat offender laws concerning drinking and driving. While the Legislature did pass Act 117, adding resources for combating drinking and driving, taking further necessary steps have yet to happen.

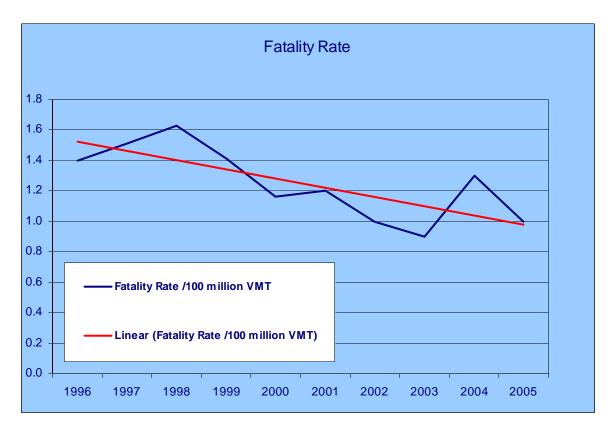
# Significant training, technical assistance, expertise and other resources necessary for success:

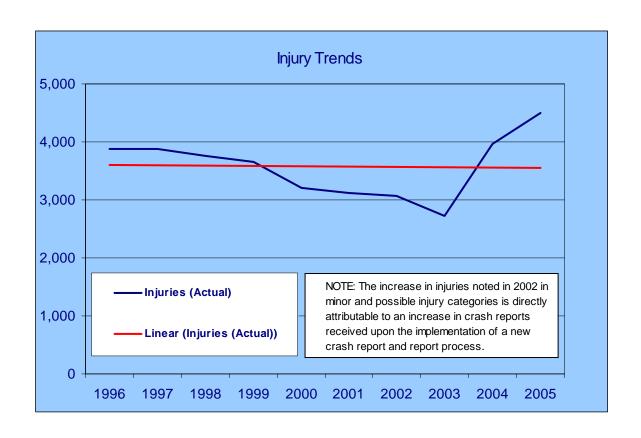
Vermont faces the same problems as other states; tight budgets, lack of personnel, aging equipment. Our datamasters need replacing, our law enforcement agencies are understaffed and under-trained, and Congress, while it has passed a highway safety budget, has yet to commit funds. A bright spot is Vermont's new Drug Recognition Expert program, with five officers already trained and certified, and willing to assist any agency with their expertise, and plans in place to further expand this program.

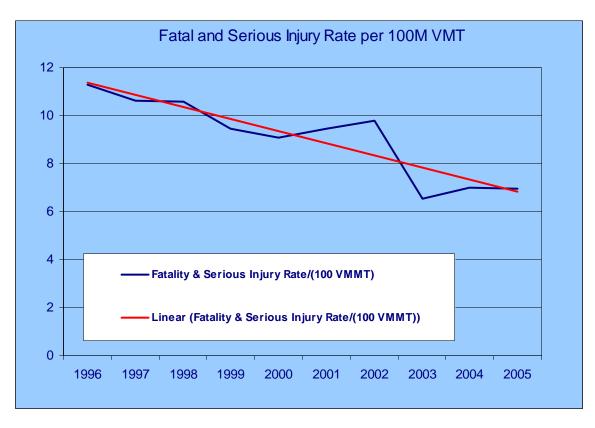
None of these challenges are new, or unique. Budgets are always tight in lean times. The challenge for all GHSP's will be to find ways to keep our programs in the forefront. And we must for one simple reason - HIGHWAY SAFETY PROGRAMS SAVE LIVES AND DOLLARS.

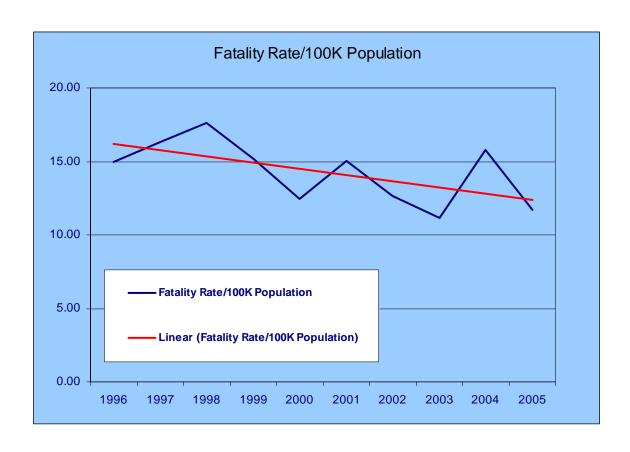
## **PERFORMANCE GOALS AND TRENDS**

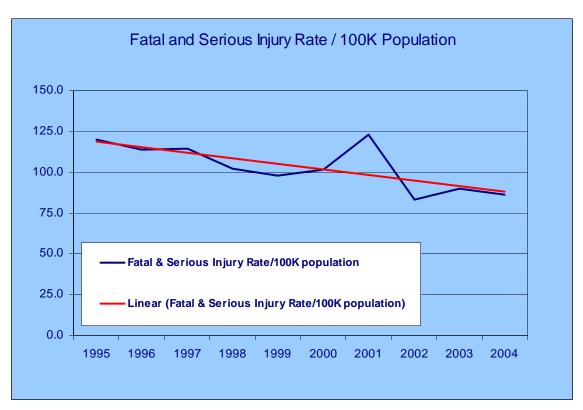


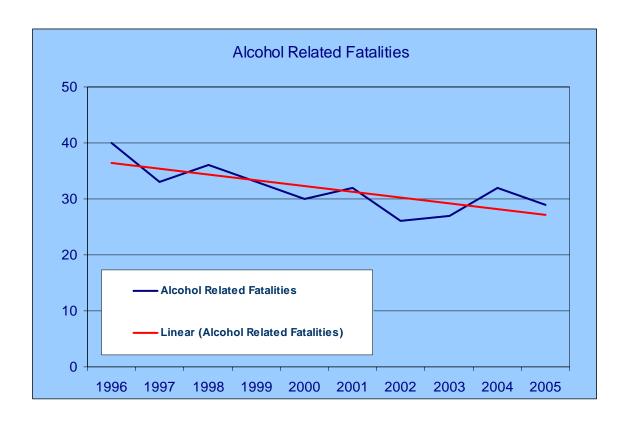


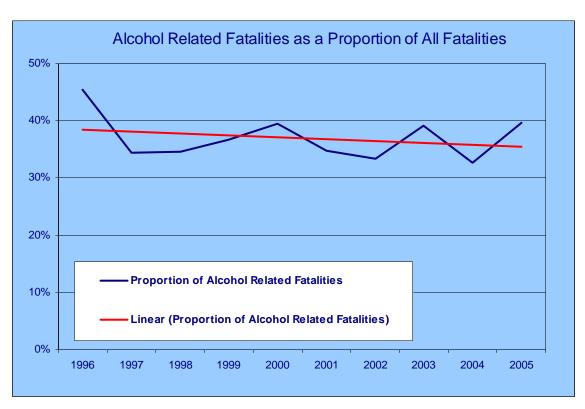


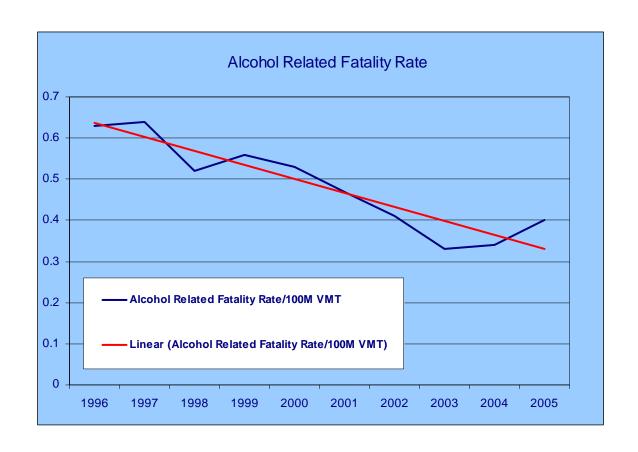


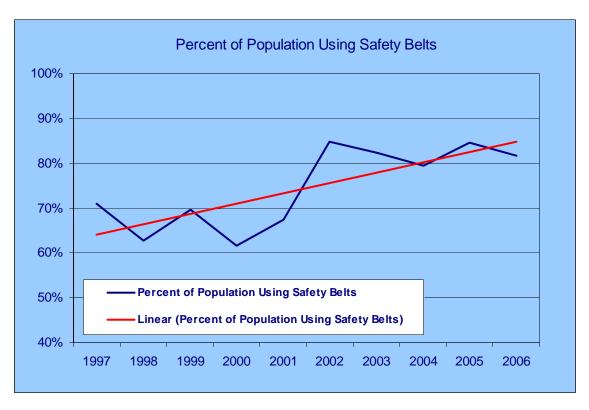












## **FUNDING SUMMARY**

Program Area	Project	Expended		
	NHTSA			
NHTSA 402				
Planning a	\$109,748			
Emergency	\$7,000			
	cupant Protection	\$145,203		
Police	e Traffic Services	\$632,054		
_	Traffic Records	\$14,342		
	ffic Safety Project	\$293,407		
N	IHTSA 402 Total	\$1,201,754		
Special Funds		•••		
405 Occ	cupant Protection	\$917,435		
	410 Alcohol	\$684,468		
	ata Improvement	\$167,084		
	Passenger Safety	\$3,356		
157 Occupant Pro		\$63,372		
157	Innovative Funds Special Funds	\$132,921		
	Total	\$1,968,636		
164 Hazard E	Elimination Total	\$1,260,275		
	NHTSA Total	\$4,430,665		

