

# Massachusetts FFY 2007 Highway Safety Annual Report



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## MESSAGE FROM GOVERNOR'S HIGHWAY SAFETY REPRESENTATIVE

The mission of the Executive Office of Public Safety and Security (EOPSS)'s Highway Safety Division (HSD) is to reduce fatalities, injuries, and economic losses from motor vehicle crashes on Massachusetts roadways. We continue to base our work on the concept that any death or injury on our roadways is one too many and that traffic crashes are preventable.

I am pleased to submit this FFY 2007 Annual Report in fulfillment of the Commonwealth of Massachusetts' Section 402 grant requirements with the National Highway Traffic Safety Administration (NHTSA). This report highlights many of the accomplishments of the EOPSS and its highway safety partners.

I thank the staff of the Highway Safety Division, located within the EOPSS's Office of Grants and Research, for their efforts in FFY 2007 and in particular for the development of this report:

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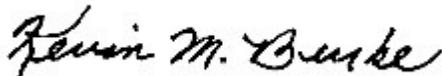
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Along with its highway safety partners, identified throughout the document, the EOPSS continues to improve the safety of Massachusetts roadways. This progress in Massachusetts is best demonstrated by highlighting the five-year, seven percent increase in safety belt use in 2003-2007 and a four-year, 19 percent decrease in alcohol-related fatalities in 2003-2006.

The effort to reduce impaired driving in Massachusetts received a tremendous boost with the passage of Melanie's Law in October 2005. This legislation dramatically strengthened our penalties against impaired driving, especially for repeat offenders. Unfortunately, other critical legislative improvements haven't passed, including a primary safety belt bill and a booster seat bill. Extra enforcement and educational initiatives of the EOPSS and its partners targeting safety belts and booster seat usage will be even more critical to keeping Massachusetts roadways safer in the coming years.

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# EXECUTIVE SUMMARY

## FFY 2007 Accomplishments

- In the second year of the federal multi-year transportation funding bill, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), the EOPSS successfully applied to NHTSA for \$7,701,176 in new highway safety grant funding under Section 402 (general highway safety), 405 (occupant protection), 408 (traffic records), 410 (impaired driving), 1906 (racial profiling), and 2010 (motorcycle safety) for FFY2007. EOPSS also applied for and received \$350,000 from the U.S. Department of Justice (underage drinking prevention) in FFY 2007.
- The EOPSS helped to implement the Massachusetts Junior Operator Law update passed in January 2007.
- With EOPSS funding, the Massachusetts State Police ordered a second Breath Alcohol Testing (BAT) Mobile in FFY 2007. It will be delivered in early FFY 2008. The first BAT Mobile was fully operational in FFY 2007 and assisted with 29 of 61 sobriety checkpoints held statewide.
- The observed safety belt use in Massachusetts increased from 67 percent in 2006 to 69 percent in 2007.
- By serving on an Executive Leadership Committee and various sub-committees, the EOPSS partnered with the MassHighway-led effort to implement the Commonwealth's first Strategic Highway Safety Plan for Massachusetts in FFY 2007. This plan received a best practice award from the Federal Highway Administration.

*The overall goal of the FFY 2007 work of EOPSS was to reduce the state fatality rate per 100 million vehicle miles traveled (VMT) from 0.87 in 2004 to 0.83 in 2007. While the state had the lowest motor vehicle fatality rate per 100 million VMT in the nation in 2005, we continue to work towards zero fatalities on our roadways.*

## FFY 2007 Challenges

- Section 402 funding to the EOPSS during FFY 2007 was delayed by several federal Continuing Resolutions, resulting in slower implementation of a number of programs.
- The EOPSS's traffic records data warehouse and on-line access tool have been taken off-line while a long-term strategy for collecting, storing, merging, and on-line accessing of the Commonwealth's traffic records data sets is developed with input from the Massachusetts Traffic Records Coordinating Committee.
- In 2007 a bill to change Massachusetts' secondary adult safety belt law to a primary law stalled in the Legislature. A bill that required booster seat use through the eighth birthday or 4'9", which ever comes first also failed to pass in 2007. The new Administration is formulating its policy on a primary safety belt bill and on a booster seat bill with information provided in part by EOPSS.

## Crash Summary Chart

Year	2005	2006	Percent Change
Fatalities (Actual)	441	430	-2.5%
Percent of Population Observed Using Safety Belts	65%	67%	+2
Alcohol-Related Fatalities	186	174	-6%
0.08+ Alcohol-Related Fatalities	148	137	-7%
Speed-Related Fatalities	144	148	+3%

Source: Fatality Analysis Reporting System (FARS) or Registry of Motor Vehicles, December 2007.

## OCCUPANT PROTECTION

Occupant protection relates to the use of safety belts, booster seats, and child safety seats by motor vehicle drivers and passengers. Massachusetts has historically had one of the lowest statewide safety belt use rates in the country. In FFY 2003, the application of NHTSA's *Click It or Ticket* (CIOT) model enabled Massachusetts to increase its safety belt use from 51 percent to 62 percent – our largest annual use rate increase ever recorded. Since then there has been a steady increase in safety belt use, reaching 69 percent in 2007. Even so, the Commonwealth's safety belt use rate lags 13 percent behind the 2007 national rate of 82 percent. It is estimated that there would be a 12.5 percent increase in safety belt use in Massachusetts in the first year after the adoption of a primary safety belt law, annually saving 27 lives, 1,012 serious injuries, and \$248 million in economic costs. Consequently, the effort to increase safety belt use will continue to be a major program area for the EOPSS.

*The occupant protection goal of the 2007 Highway Safety Plan was to increase safety belt use from 67 percent in 2006 to 70 percent in 2007.*

- *The 2007 Statewide Safety Belt Use Observation Survey indicates the Commonwealth reached 69 percent.*

### **Click It or Ticket Mobilizations**

The Massachusetts State Police received funding to participate in two EOPSS-sponsored CIOT Mobilizations, November 2006 and May-June 2007. More than 230 local police departments received funding to participate in the May-June 2007 CIOT Mobilization. Many local departments participated in the November 2006 CIOT Mobilization on a voluntary basis. The mobilizations involved:

	State Police	Local Police
Enforcement (hours)	3,495	7,804
Traffic Stops	-	20,841
OUI Arrests	3	30
Speeding and Other Moving Violations Issued	4,339	7,842
Safety Belt Violations Issued	1,318	3,954
Child Safety Seat Violations Issued	40	178
Warnings Issued	2,026	9,916
Related Enforcement Actions	160	-

On a voluntary basis, numerous local police departments conducted designated “best practices” safety belt educational initiatives between April and June 2007 with EOPSS support. Departments developed partnerships with high schools, businesses, media outlets, public health, and medical organizations to increase safety belt use.

Throughout FFY 2007, and in particular during the CIOT Mobilizations, the State Police used its EOPSS-funded Roll-Over Simulator at 78 events to teach over 40,000 people about the benefits of safe driving and the importance of buckling up all vehicle occupants.

In late FFY 2007, the Municipal Police Institute (MPI) of the Massachusetts Chiefs of Police Association was contracted with EOPSS to administer the EOPSS Statewide Child Passenger Safety (CPS) Program. Plans for outreach included a wide range of diverse populations such as daycare centers, community groups, fraternal organizations, health care providers, police and fire personnel.

First introduced in FFY 2006, many police departments continued to promote the CIOT Mobilizations using EOPSS-produced cruiser window signs. The Massachusetts Highway Department and the Massachusetts Turnpike Authority lent support to the CIOT Mobilizations by displaying supportive messages on their 16 fixed and 80 portable variable message boards. This effort helped the mobilization messages to reach hundreds of thousands of motorists.

## Additional Accomplishments

- EOPSS funding helped the State Police to conduct four CPS checkpoints in Boston, Peabody, Wakefield and Braintree checking a total of 182 seats. State Police assisted at six additional checkpoints across the state. Two hundred and twenty-six safety seats were distributed and 323 one-on-one car seat installations were conducted.
- Two CPS Technician trainings were conducted using the 40-hour NHTSA-approved Safe Kids Child Passenger Safety Program. These training sessions were held in Springfield and Canton and were responsible for the certification of 52 new CPS Technicians drawn from police, fire, daycare, and healthcare personnel.
- Three eight-hour CPS Technician recertification trainings were conducted to help 45 CPS technicians.
- In March 2007, NHTSA conducted an Occupant Protection Assessment for Massachusetts. Recommendations were reviewed for consideration and implementation in FFY 2007 and 2008.

*During the FFY 2007 series of five occupant protection, impaired driving, and speed/aggressive driving mobilizations, Massachusetts local police departments enhanced these mobilizations by providing \$1,139,100 in in-kind match traffic enforcement and highway safety activities.*

## Looking Forward...

*The occupant protection goal of the 2008 Highway Safety Plan is to increase statewide safety belt use rate from 69 percent in 2007 to 72 percent by 2008.*

*Occupant Protection Program spending will be approximately \$3,160,000 in FFY 2008.*

Key initiatives to address occupant protection in the 2008 Highway Safety Plan include:

- Higher state and local police participation in the November 2007 and May-June 2008 CIOT Mobilizations.
- Statewide safety belt observation study and telephone survey.
- CPS Program will retain and recruit additional technicians and instructors as well as enhance their work through community-level CPS Equipment Grants, new public information materials with better impact on diverse populations, and a statewide CPS Conference.
- Support for community-based safety belt educational efforts by EOPSS Statewide Youth Program contractors in coordination with state and local police.
- Update occupant protection handcards and child safety videos and handcards
- Expand young driver programming with new initiatives with the Registry of Motor Vehicles and the Massachusetts Department of Public Health that will emphasize compliance with the Commonwealth's safety belt law and junior operator license law.
- Conduct new Traffic Occupant Protection Strategies (TOPS) training for state and local police and fire personnel, and traffic safety advocates.

## IMPAIRED DRIVING

Massachusetts has made great strides in recent years in reducing the danger posed by impaired drivers on its roadways, including participation in NHTSA's *You Drink & Drive. You Lose.* Mobilizations starting in 2002 and its *Drunk Driving. Over the Limit. Under Arrest.* (DDOLUA) Mobilizations as of 2006. Several pieces of legislation were passed that strengthened the Commonwealth's drunk driving laws, including Melanie's Law in October 2005 which is aimed at reducing the threat posed by repeat offenders. The percentage of alcohol-related fatalities in 2006 in Massachusetts was 40 percent – one percent below the national rate – but which represents a significant decrease from 47 percent in 2003. In spite of all these efforts, on Massachusetts roadways there were still 3,572 alcohol-related citations issued that involved a crash in 2005. An additional 11,776 alcohol-related citations were issued that year where no crash had occurred. The number of alcohol-related citations, crashes, and fatalities in Massachusetts warrant EOPSS to continue to treat impaired driving as a major program area. This program area also includes efforts to address the dangers of drowsy driving.

*The impaired driving goal of the 2007 Highway Safety Plan is to reduce the percentage of alcohol-related fatalities from 39 percent in 2005 to 37 percent in 2007.*

- *Based on new data, the 2005 rate changed from 39 to 42 percent. The 2006 percentage of alcohol-related fatalities was 40 percent. The two percent decline between 2005 and 2006 indicates the Commonwealth is heading towards its 2007 goal.*

## **You Drink & Drive. You Lose. and Drunk Driving. Over the Limit. Under Arrest. Mobilizations**

The Massachusetts State Police and more than 230 local police departments received funding to participate in three EOPSS-sponsored Mobilizations in December 2006, July 2007, and August-September 2007. The mobilizations resulted in:

	State Police	Local Police
Enforcement (hours)	4,860	15,552
Traffic Stops	-	38,593
OUI Arrests	144	213
Speeding and Other Moving Violations Issued	3,938	14,063
Safety Belt Violations Issued	817	13,575
Child Safety Seat Violations Issued	41	188
Warnings Issued	2,179	48,871
Related Enforcement Actions	353	-

The State Police acquired its first Breath Alcohol Testing (BAT) Mobile in late spring 2006. In FFY 2007, the MSP conducted 61 sobriety checkpoints, which included 29 with the BAT Mobile. These checkpoints and related saturation patrols resulted in 6,043 enforcement hours, 387 OUI arrests, 256 other enforcement actions, 1,555 speed or other violations, 1,232 warnings issued, 351 safety belt violations, and 35 CPS violations. Local police participated in most of these checkpoints, resulting in 70 OUI arrests by locals, and helping to generate additional media coverage. During FFY 2007, the BAT Mobile appeared at numerous EOPSS press events and community events.

The EOPSS developed a new impaired driving brochure in cooperation with the Registry of Motor Vehicles and distributed 150,000 copies statewide to police departments, schools and traffic safety advocates. The new brochure, "Massachusetts Has a Tough Drunk Driving Law," points out the costs, penalties, legal consequences, and personal ramifications of drunk driving. It also provides information for those with an alcohol abuse problem and assistance for victims of drunk driving crashes.

## **Mothers Against Drunk Driving (MADD)**

With EOPSS funding, MADD expanded its Youth in Action (YIA) Program to reduce underage drinking as well as encourage safer teen driving and use of safety belts. The number of Massachusetts YIA teams increased from 32 to 36. The "Sticker Shock" effort by the YIA teams led to the placement of 56,000 stickers directly on alcohol products in 43 stores in 22 communities in order to remind shoppers it was illegal to purchase alcohol for those under 21.

A Massachusetts MADD Power Summit was held with EOPSS funding in Boston in June 2007. The summit aimed to support high school and college age students who are making positive, healthy lifestyle choices. Community teams were recruited and 75 youth and 30 adult advisors, from 12 different Massachusetts communities, came together for four days of learning, project planning, community-building, and issue-based dialogue.

Funding made these other MADD activities possible:

- Conducted 115 multi-media assembly shows at 95 schools across Massachusetts reaching 37,761 high school, middle school and elementary school students.
- Taught *AlcoholEdu* at 11 Massachusetts high schools.

- Taught *Protecting You/Protecting Me*, the MADD elementary school curriculum, was delivered in one new community.
- Continued partnership with the Massachusetts Alcoholic Beverages Control Commission (ABCC) as well as state and local police to support underage drinking and liquor law enforcement efforts.
- On-going campus/community coalition partnership activities with MIT, Harvard, Fitchburg College, and Clark University. A new MADD group was established at UMass Dartmouth.

## Students Against Destructive Decisions (SADD)

EOPSS funding enabled SADD to support 56 high schools across the Commonwealth to participate in its *A Call to Action* (ACTA). This program strives to educate and empower high school students; change social norms; reduce underage drinking, substance abuse, and impaired driving; and increase safety belt use among Massachusetts youth.

In an effort to better understand the impact of ACTA on advisors, students, and the community, SADD engaged the Donahue Institute to design and conduct a series of surveys. A survey finding example: ACTA grantees observed 965 cars before implementing an intervention and observed an additional 1,072 after implementing an intervention. The percentage of belted drivers increased from 37.6% to 41.6%.

Funding made these other SADD activities possible:

- Two hundred and eighteen communities received SADD community-based safety programming.
- SADD participated in several statewide and local committees working to address teen driving issues.
- Eight Massachusetts schools sent representatives to the SADD National Conference.

## Additional Accomplishments

- In March 2007, the EOPSS worked with the Pacific Institute for Research and Evaluation (PIRE) to conduct an underage drinking strategies meeting with the New England Regional Underage Drinking Coordinators. Participants shared successful state strategies and discussed how states can work together to accomplish a regional effort.
- In late FFY 2007, U.S. Office of Juvenile Justice Delinquency Prevention funds were provided by EOPSS to seven colleges and universities to support initiatives designed to reduce underage drinking and prevent impaired driving. These efforts will run through December 2007 and impact approximately 20,000 students and 2,000 parents.
- Funds were used to enable the Massachusetts Alcoholic Beverages Control Commission (ABCC) as well as six college and municipal police departments to conduct additional underage drinking and liquor law enforcement in the communities around six colleges and universities. MADD assisted these law enforcement efforts with underage decoys.
- Funding paid for a full-time Traffic Safety Resource Prosecutor (TSRP) at the Massachusetts District Attorneys Association (MDAA). Funding provided trainings for 358 prosecutors, judges, health care professionals, and law enforcement officers. Technical assistance regarding impaired driving issues was provided to 194 prosecutors, law enforcement and outside agencies. MDAA also provided case law summaries, created and maintained MDAANet which provides prosecutors with electronic access to the Massachusetts Prosecutors OUI Manual and all conference and

training materials. The TSRP continues to work with the Registry of Motor Vehicles on an initiative to study and rewrite statutes governing impaired driving crimes in the Commonwealth which were originally crafted in the early 20<sup>th</sup> century. Statewide prosecutor trainings and conferences also were conducted on vehicular crimes by MDAA.

- The Massachusetts Drug Evaluation and Classification (DEC) Program held statewide training programs to improve detection and prosecution of drug impaired driving by state and local police through the Municipal Police Training Committee.
- The Judicial Institute, the training arm of the Massachusetts Trial Court, accessed funding to conduct and support judicial trainings and to hold a conference on impaired driving issues.
- The EOPSS co-sponsored the Annual New England Association of Drug Court Professionals (NEADCP) Conference in Boston in September 2007 through funding to the Massachusetts Trial Court. A demonstration of the BAT Mobile was provided. EOPSS funding covered the registration fees of 131 Massachusetts judges, prosecutors, probation officers, and police officers.

### Looking Forward...

*The impaired driving goal of the 2008 Highway Safety Plan is to reduce the percentage of alcohol-related fatalities from 42 percent in 2005 to 40 percent in 2008.*

*Impaired Driving Program spending will be approximately \$6,661,520 in FFY 2008.*

Key initiatives to address impaired driving in the 2008 Highway Safety Plan include:

- Higher state and local police participation in the December, July, and August-September DDOLUA Mobilizations.
- Year-round sobriety checkpoints with two BAT Mobiles involving state and local police.
- State- and local-level liquor laws/underage drinking enforcement.
- Provide impaired driving-related training for state and local police, prosecutors, and judges.
- Support for community-based impaired driving educational efforts by statewide youth program contractors, State Police's Traffic Operations, colleges and universities, Registry of Motor Vehicles, and Massachusetts Department of Public Health.

## SPEEDING AND AGGRESSIVE DRIVING

Massachusetts roadways have significant speeding and aggressive driving problems, fueled by more people with a "24/7" lifestyle and increasingly congested roadways. To help address this situation EOPSS developed an annual *Road Respect* (RR) Mobilization. Speed was a factor in 34 percent of all motor vehicle-related fatalities in Massachusetts in 2006, as compared to 32 percent nationwide. On Massachusetts roadways in 2005 there were 3,338 speed-related citations involving a crash. That same year, there were 293,269 speed-related citations issued without a crash. The high-speed involvement in fatalities and the significant number of speed-related citations issued are why the Commonwealth must continue to treat speeding and aggressive driving as a major highway safety problem. Efforts in this area also will address the dangers of distracted driving.

*The speeding and aggressive driving goal of the 2007 Highway Safety Plan is to reduce the percentage of speed-related fatalities from 33 percent in 2004 to 30 percent in 2007.*

- *The 2006 percentage of speed-related fatalities was 34 percent, indicating a need for greater effort to meet future year goals..*

## **Road Respect Mobilization**

The Massachusetts State Police and more than 230 local police departments received funding to participate in the EOPSS-sponsored RR Mobilization in March-April 2007. The mobilization involved:

	<b>State Police</b>	<b>Local Police</b>
Enforcement (Hours)	1,681	6,616
Traffic Stops	-	17,661
OUI Arrests	1	29
Speeding and Other Moving Violations Issued	2,861	4,208
Safety Belt Violations Issued	576	2,223
Child Safety Seat Violations Issued	30	221
Warnings Issued	1,196	5,853
Related Enforcement Actions	123	-

## **Looking Forward...**

*The speeding and aggressive driving goal of the 2008 Highway Safety Plan is to reduce the percentage of speed-related fatalities from 33 percent in 2005 to 32 percent in 2008.*

*Speeding & Aggressive Driving Program spending will be approximately \$1,775,000 in FFY 2008.*

Key initiatives that focus on speeding and aggressive driving in the 2008 Highway Safety Plan include:

- Higher state and local police participation in the March-April RR Mobilization.
- Support for community-based speeding and aggressive driving educational efforts by EOPSS statewide Youth Program Contractors and State Police's Traffic Operations.
- Law enforcement support for lane departure crash reduction initiative.
- Speed Management Workshop.
- Commercial Motor Vehicle Infractions Training for Court Personnel and Clerk Magistrates
- Speed equipment grants to state and local police departments.

## SPECIAL USERS

In Massachusetts, special users are defined as young drivers, older drivers, motorcyclists, pedestrians, and school bus occupants. In 2006, Massachusetts exceeded the U.S. average in pedestrian-related fatalities, 14 percent versus 11 percent. In 2006, motorcycle-related fatalities comprised 12 percent of all fatalities in Massachusetts as compared to 11 percent nationwide. In 2006, young drivers (16 to 24 years of age) represented 18 percent of all motor vehicle-related fatalities in Massachusetts versus 16 percent at the national level. In 2006, older drivers (age 65 and older) represented 9 percent of such fatalities in Massachusetts, same as nationally. Although historically each year bicyclists and school bus occupants represent small percentages of the fatalities in Massachusetts, the Commonwealth seeks to continually increase the safety of these modes of travel under this program area.

*The updated special users goals of the 2007 Highway Safety Plan were to:*

- *To reduce younger driver fatalities and incapacitating injuries from 893 in 2005 to 804 in 2007.*
- *To reduce older driver fatalities and incapacitating injuries from 396 in 2005 to 357 in 2008.*
- *To reduce the pedestrian fatalities and incapacitating injuries from 320 in 2005 to 289 in 2008.*
- *To reduce bicyclist fatalities and incapacitating injuries from 79 in 2005 to 71 in 2007.*
- *To reduce motorcyclist fatalities and incapacitating injuries from 428 in 2005 to 407 in 2007.*

In FFY 2007, the Bicycle Helmet Distribution Program awarded over 13,194 bicycle helmets to 253 organizations and municipalities throughout Massachusetts. Grant recipients included groups working with diverse populations in low-income and minority neighborhoods. The program developed contact information for the distribution of hand cards and bicycle helmet pledge cards to police, fire, health, traffic safety advocates, diverse populations and non-profit organizations. The EOPSS initiated the development of a new bicycle helmet law poster for future distribution to bicycle-related businesses as required by state law, as well as to schools, community groups, and other interested partners.

In October 2006, the EOPSS co-sponsored an annual statewide bicycle and pedestrian advocacy and safety conference, *Moving Together*, in partnership with the Executive Office of Transportation, MassHighway, Department of Public Health, and other state agencies. The Commissioner of MassHighway was the keynote speaker and the Registrar of Motor Vehicles was a workshop presenter. Over 195 attendees representing law enforcement, public health, highway planners, nonprofit organizations, and traffic safety advocates participated in 11 bicycle and pedestrian workshops during the conference.

The EOPSS and its paid media contractor collaborated with the Registry of Motor Vehicles (RMV) using Section 2010 funds to produce a TV ad and place it on-air in areas of the Commonwealth with high rates of motorcycle-related fatalities. The ad presented a montage of different motorcyclists in dangerous situations that reveal a lack of training in order to encourage riders to take a rider training course conducted by the RMV.

## Looking Forward...

*The updated special users goals of the 2008 Highway Safety Plan include:*

- *To reduce younger driver fatalities and incapacitating injuries from 893 in 2005 to 804 in 2008.*
- *To reduce older driver fatalities and incapacitating injuries from 396 in 2005 to 357 in 2008.*
- *To reduce the pedestrian fatalities and incapacitating injuries from 320 in 2005 to 289 in 2008.*
- *To reduce bicyclist fatalities and incapacitating injuries from 79 in 2005 to 71 in 2008.*
- *To reduce motorcyclist fatalities and incapacitating injuries from 428 in 2005 to 407 in 2008.*

*Special Users Program spending will be approximately \$916,825 in FFY 2008.*

Key initiatives to address special users in the 2008 Highway Safety Plan include:

- Bicycle helmet distribution.
- Launch Pedestrian Enforcement and Education Grant Program.
- Enhance communications component of Registry of Motor Vehicles' Motorcycle Safety Program.

## POLICE TRAINING AND SUPPORT

Well-trained police, judiciary personnel, and others involved in highway safety are critical to the successful development, implementation, evaluation of highway safety initiatives and programs. Many of the previously mentioned major program areas are dependent on the success of efforts under this program area.

*The goals of the 2007 Highway Safety Plan were to:*

- *Increase the level of traffic enforcement during mobilizations by law enforcement agencies.*
- *Encourage and assist law enforcement agencies with recognition of traffic enforcement and safety accomplishments.*
- *Support traffic enforcement and safety training.*

The EOPSS conducted the third Massachusetts Law Enforcement Challenge (MLEC) to recognize traffic enforcement and safety accomplishments. Twenty-four local police departments (up from 11 in the first Challenge) and the State Police participated. A series of regional trainings were conducted to encourage participation.

The EOPSS awarded over 230 local police departments involved in the CIOT, RR, and YD&D YL and DDOLUA Mobilizations.

An additional 10 local police departments were recruited to support without grant funding the CIOT and DDOLUA Mobilizations between May and September 2007.

The MPTC conducted 32 specialized trainings for 706 municipal police officers and instructors in updated standard field sobriety testing and SFST refresher, drug impaired driving, accident investigation specialized, speed measurement and LiDAR, and breath test operation utilizing EOPSS funding.

For the first time, in April 2007 the EOPSS conducted a one-day Massachusetts Law Enforcement Conference as part of the International Combined Accident Reduction Effort (CARE) Conference held in Boston. The CARE conference was organized by the Massachusetts State Police. Keynote speaker, Secretary of Public Safety and Security Kevin Burke addressed municipal and state police attendees. Workshops included traffic safety priority areas. Based on the Massachusetts experience, a number of other states represented plan to include municipal departments in their annual CARE Conference which is designed for State Police agencies.

The EOPSS worked with local police departments and the Massachusetts State Police to provide personnel to appear in the 2007 "Click It Or Ticket" Law Enforcement Training Video shown nationally on the Law Enforcement Television Network (LETN) and the NHTSA website.

The EOPSS implemented a number of federal Section 1906 initiatives addressing racial profiling as outlined in the EOPSS Section 1906 report to NHTSA. Initiatives included, but were not limited to, inclusion of a workshop spotlighting Rhode Island's training program on "Conducting the Complete Traffic Stop" at the one day EOPSS Law Enforcement Conference in Boston; on-going assistance to

police departments by providing traffic stop data collection forms; software for data entry, analysis, and reporting; conducted a survey of police departments statewide to monitor participation in traffic stop race, ethnicity, and gender data collection efforts; issuance of a competitive bidding process to conduct a statewide study with a goal to verify the hypothesis that crash data is an accurate proxy for the racial, ethnic, and gender composition of driving populations. In FFY07, based on a proposal submitted to NHTSA, a second year of funding was awarded to EOPSS to support statewide initiatives.

### **Looking Forward ...**

*The police training and support goals of the EOPSS 2008 Highway Safety Plan are:*

- *Increase the level of traffic enforcement during mobilizations by law enforcement agencies.*
- *Encourage and assist law enforcement agencies with recognition of traffic enforcement and safety accomplishments.*
- *Support traffic enforcement and safety training.*

*Police Training & Support Program spending will be approximately \$1,560,280 in FFY 2008.*

Key initiatives under police training and support in the 2008 Highway Safety Plan include:

- Fourth Annual Massachusetts Law Enforcement Challenge.
- Continue Anti-Racial Profiling Program initiatives, including a Statewide Benchmark Study and a series of Executive and Supervisor Trainings.
- Re-institute Law Enforcement Liaison Program with the goal of involving more local police in RR, CIOT and DDOLUA Mobilizations.
- Conduct Crash Investigation and Speed Measurement trainings.
- Conduct a Statewide Law Enforcement Conference before May-June 2008 CIOT Mobilization.

# TRAFFIC RECORDS

The EOPSS/HSD and its partners collect and use traffic records data to identify highway safety problems, to select the best possible countermeasures, and to evaluate the effectiveness of these efforts. The role of traffic records in highway safety has been increasing substantially since the creation of the federal Section 408 grant program in 2006 which helps states improve their traffic records systems. Massachusetts faces a number of challenges with its traffic records system, including, but not limited to, antiquated computer systems, insufficient data submission requirements and capabilities, and difficulties developing easy to use on-line tools to share and analyze available data.

*The traffic records goal of the 2007 Highway Safety Plan was to ensure key highway safety stakeholders have an ever-expanding access to current and complete federal, state, and local traffic records data and analysis to conduct cost-effective and successful highway safety programs, evaluations, and research.*

On behalf of the Massachusetts Traffic Records Coordinating Committee (TRCC), EOPSS and its traffic records contractor assembled a FFY 2007 Section 408 application in the months leading up to the deadline of June 15, 2007. In September 2007, NHTSA awarded \$503,000 to the Commonwealth of Massachusetts. The following projects were approved to receive funding from the FFY 2007 award:

- Year 2 of the E-Submission Project headed up by Registry of Motor Vehicles. This will continue to increase the number of police departments that submit crash reports electronically.
- Year 2 of the Department of Public Health's Massachusetts Ambulance Trip Record Information System (MATRIS) and Trauma Registry (TR) projects will build and test the former system and the latter one will be deployed statewide.

In late FFY 2007, the TRCC, with leadership provided by EOPSS, began the preliminary stages of a plan to develop a new integrated and centralized traffic records system.

In September 2007, the traffic records data warehouse and on-line access tool were taken off-line while a long-term strategy for collecting, storing, merging, and on-line accessing of the Commonwealth's traffic records data sets is developed with input from the Massachusetts Traffic Records Coordinating Committee.

## **Additional Accomplishments:**

- With FFY 2006 Section 408 funding, UMassSafe built and pilot-tested an online traffic records training module for Massachusetts law enforcement personnel by September 2007.
- With FFY 2006 Section 408 funding, UMassSafe developed and distributed a survey to gather information from state and local police departments to identify challenges associated with their current crash report data collection procedures and the submission process to the Registry of Motor Vehicles. To date, UMassSafe has received over 200 responses from across the state and will submit a final report to the EOPSS and TRCC in early January 2008.
- With FFY 2006 Section 408 funding, the Registry of Motor Vehicles expanded from 3 to 27 the number of local police departments electronically submitting crash reports by late 2007.

- With FFY 2006 Section 408 funding, the Department of Public Health and the Division of Health Care Finance and Policy began the development of the Massachusetts Ambulance Trip Record Information System and the Trauma Registry (TR). The TR was developed and tested by spring 2007 but work on the MATRIS was delayed.
- EOPSS/HSD chaired 10 meetings of the TRCC.
- Distributed and collected needs assessment surveys from traffic records partners across the Commonwealth to begin the development of a Statewide Traffic Records Needs Assessment.

### **Looking Forward ...**

*The traffic records goal of the 2008 Highway Safety Plan is to ensure key highway safety stakeholders have accessible, accurate, complete, consistent, integrated, and timely data and analyses from the local, state and federal systems involving citation/adjudication, crash, driver, injury surveillance, roadway, and vehicle data to conduct cost-effective and successful highway safety planning, programs and evaluations.*

*Traffic Records Program spending will be approximately \$2,694,348 in FFY 2008.*

Key initiatives involving traffic records in the 2008 Highway Safety Plan include:

- Increase use of traffic records data and analyses in highway safety planning, implementation, and evaluation.
- Gain further support of TRCC member agencies for the development of an integrated and centralized traffic records data system.
- Implement FFY 2007 Section 408-funded projects.
- Submit FFY 2008 Section 408 Application and Strategic Plan.
- Create working group meetings to develop Statewide Traffic Records Needs Assessment; propose funding options above and beyond Section 408 funding to conduct traffic records projects; convene a working group to create an e-citation form; update crash reporting form.

## PAID AND EARNED MEDIA

During FFY 2007, EOPSS used statewide paid and earned media to increase safety belt and child passenger restraint use as well as to reduce aggressive/distracted/impaired driving and speeding. The EOPSS was assisted by its paid and earned media contractors, ARGUS Communications and Solomon, McCown & Company, respectively. Most of these efforts were in support of the EOPSS's two CIOT Mobilizations, three YD&D YL/DDOLUA Mobilizations, and one RR Mobilization. The mobilization work was performed in close coordination with the Massachusetts State Police's Office of Media Relations.

*The paid and earned media goals of the EOPSS's 2007 Highway Safety Plan were to:*

- *Meet the paid and earned media requirements of the EOPSS's series of six mobilizations to help accomplish the goals of the occupant protection, impaired driving, and speed/aggressive driving program areas.*
  - *Met paid and earned media requirements for five out of six of the EOPSS's FFY 2007 mobilizations and helped to meet or achieve progress towards the goals of the occupant protection, impaired driving, and speed/aggressive driving program areas. (July Mobilization did not involve a paid media buy.)*
- *For all mobilization paid media buys, have EOPSS's paid media contractor obtain 50 percent bonus of the gross value based on the formula of the average cost-per-spot in each market weighted for rotators. Also, have all mobilization buys achieve minimum weekly gross rating points (GRPs) of 150 for radio and 200 for television.*
  - *The paid media contractor obtained an average bonus value of 50 percent during the mobilizations and achieved all minimum weekly GRPs.*

### Click It or Ticket Mobilizations

The primary audience of the November 2006 Mobilization and May-June 2007 Mobilization was males and females ages 16 to 34. Secondary efforts were directed at young drivers, especially males, the Spanish-speaking population, and commercial vehicle and pickup truck drivers.



For the November 2006 Mobilization, a previously developed 30-second radio spot, *Because You Never Know*, with a CIOT tag was run. An earlier CIOT themed 30-second ad in Spanish, *Forget*, ran on Spanish language radio stations and was translated for use on a Portuguese-language radio station in southeastern Massachusetts. The 30-second TV version of a former 30-second ad with a CIOT tag, *Forget*, in English and Spanish was used for a supportive cable buy in southeastern Massachusetts. The May-June 2007 Mobilization used the English and Spanish *Barefoot and High Price to Pay* 30-second spots for statewide radio and *Forget* in English and Spanish for statewide television. *Forget* was used again on a Portuguese-language radio station in southeastern Massachusetts. On-line ads during both mobilizations were used to support the primary efforts on TV and radio. Out-of-home and outdoor ads were used to support the CIOT May-June 2007 Mobilization.

News conferences and statewide news releases promoted the CIOT Mobilizations as well as safe driving over the Thanksgiving Holiday and Memorial Day Weekends. These efforts highlighted the extra enforcement work of the State Police and more than 230 local police agencies. A *Click It or Ticket – Safety Belts Save Lives* message was displayed on 16 fixed and 80 portable variable message boards of the MassPike, Massport, and MassHighway. Sample news releases were developed for use by local police departments.

### Road Respect Mobilization

The primary audience for this mobilization was males ages 16 to 34. Secondary emphasis was placed on the Spanish-speaking population as well as commercial vehicle and pickup truck drivers.



During the March-April 2007 Mobilization, two previously developed 30-second radio spots in English and Spanish with enforcement-based themes were used: *Take Control* and *Split Personalities*. An enforcement-based ad was translated for use on a Portuguese-language radio station in southeastern Massachusetts.

A statewide news release promoted the RR Mobilization by highlighting the extra enforcement work of the State Police and more than 230 local police agencies. A *Show Road Respect – Police Seek Aggressive Drivers* message was displayed on 16 fixed and 80 portable variable message boards of MassPike, Massport, and MassHighway. A sample news release was developed for use by local police departments.

### You Drink & Drive. You Lose. and Drunk Driving. Over the Limit. Under Arrest. Mobilizations



The primary audience of the December 2006 YD & D YL Mobilization as well as the July and August-September 2007 DDOLUA Mobilizations was males ages 16 to 49.

Secondary emphasis in all mobilizations was placed on the Spanish-speaking population.

The December 2006 Mobilization made use of a YD&D YL themed 30-second radio spot, *Good Call*, in English. NHTSA's 30-second *Spanish Rap* was used on Spanish radio. An enforcement-based ad was translated for use on a Portuguese-language radio station in southeastern Massachusetts. Supportive out-of-home/outdoor and on-line ads also were used.

The July 2006 Mobilization was promoted through earned media activities.

The August-September 2007 Mobilization involved a newly developed DDOLUA tagged 30-second *Surrounded* radio spots in English and Spanish. This ad was translated for use on a Portuguese-language radio station in southeastern Massachusetts. Supportive out-of-home/outdoors, aerial, and on-line ads also were used.

News conferences and statewide news releases promoted the YD&D YL and DDOLUA Mobilizations and safe driving over the winter holidays, July 4<sup>th</sup> holiday period, and Labor Day weekend. These highlighted the extra enforcement work of the State Police and more than 230 local police agencies. A *You Drink & Drive. You Lose or DDOLUA – Drive Sober & Buckled Up* message was displayed on 16 fixed and 80 portable variable message boards of MassPike, Massport, and MassHighway.

In FFY 2007, EOPSS funded the production of a motorcycle safety television PSA for the Registry of Motor Vehicles. The ad is entitled *No Training* and aims to increase awareness of the need to complete a motorcycle safety course. Also in FFY 2007, EOPSS funded the development and printing of a brochure to educate a general audience about recent enhancements to the drunk driving laws in Massachusetts.

### Paid and Earned Media Expenditures

The FFY 2007 paid and earned media expenditures, including creative and production expenses as well as state indirect charges, are as follows:

Section 402 Paid Media	\$ 371,002.63
Section 402 Earned Media	\$ 31,128.46
Section 405 Paid Media	\$ 445,000.00
Section 405 Earned Media	\$ 65,423.13
Section 164 Paid Media	\$ 408,723.80
Section 164 Earned Media	\$ 51,585.52
Section 2010 Paid Media	\$ 78,243.75
Section 2010 Earned Media	\$ 5,467.44
<b>Total</b>	<b>\$1,456,574.60</b>

Note: All figures are as of December 27, 2007 and do not reflect final fiscal closeout for FFY 2007.

### Number of Paid Media Placements, Expenditures, Bonus Value, and Gross Impressions

Dates of Campaign	CIOT				Road Respect		YD&D YL & DDOLUA					
	November		May-June		3/23/07 to 4/8/07		December		July		August-September	
	11/13/06 to 11/26/06	5/21/07 to 6/3/07	3/23/07 to 4/8/07	12/15/06 to 12/31/06	8/17/07 to 9/3/07	Paid	Bonus	Paid	Bonus	Paid	Bonus	
<b>Number of Spots</b>												
Broadcast TV		413	277									
Cable TV		798	252									
Radio	821	468	835	563	828	471	1,095	583			1,075	585
Print Ads												
Aerial											3	0
Outdoor		1688	1669				3168	3168			2,073	1,944
<b>Costs</b>												
Broadcast TV		\$243,978.91										
Cable TV		\$90,679.11										
Radio	\$95,473.79	\$95,184.87			\$97,958.08		\$114,875.97				\$119,846.43	
Print												
Aerial											\$5,775.00	
Outdoor		\$11,414.70					\$5,500.00				\$22,203.50	
On-Line	\$22,550.00	\$19,250.00					\$28,820.00				\$23,133.01	
Total Cost of Paid Spots	\$118,023.79	\$460,507.57			\$97,958.08		\$149,195.97				\$170,957.94	
Estimated Value of Bonus		\$71,500.00		\$222,770.00		\$50,948.15		\$79,227.35				\$106,850
<b>Gross Impressions</b>												
Broadcast TV		5,699,520										

Cable TV		726,638			
Radio	4,769,710	4,742,796	3,071,343	5,693,156	2,710,764
Print					
Aerial					1,500,000
Outdoor		1,087,812		832,500	3,298,632
On-Line	6,038,223	4,119,954		5,959,993	11,020,950
<b>Total Gross Impressions</b>	<b>10,807,933</b>	<b>16,376,720</b>	<b>3,071,343</b>	<b>12,485,649</b>	<b>18,530,346</b>

## Paid and Earned Media Assessment

To determine the impact of its paid and earned media efforts, the EOPSS:

- Conducted a NHTSA-approved statewide safety belt use observation survey in June 2007 to compare against a similar June 2006 survey.
- Conducted statewide 500-person telephone surveys of drivers age 16 and older on safety belt issues before and after the May-June 2007 CIOT Mobilization.
- Conducted statewide 500-person telephone survey of drivers age 16 and older on impaired driving issues after the August-September 2007 DDOLUA Mobilization to compare against a similar survey done in 2006.

Major findings from these efforts:

- The statewide safety belt use observation survey in June 2007 found safety belt use had increased two percent since the survey of June 2006 to a historic high of 69 percent.
- The statewide telephone surveys before and after the May-June 2007 CIOT Mobilization revealed that 57 percent of Massachusetts drivers believed that adults not wearing safety belts would be ticketed by police, up from 30 percent prior to the mobilization.
- The statewide telephone survey after the August-September 2007 DDOLUA Mobilization found that 70 percent of Massachusetts drivers would be likely to abstain from impaired driving in the face of stricter enforcement of drunk driving laws. This was a six percent higher response than in a similar survey done in 2006.

## Looking Forward ...

*The paid and earned media goals of the 2008 Highway Safety Plan include:*

- *Meet the paid and earned media requirements of the EOPSS's six mobilizations to in turn help achieve the goals of the occupant protection, impaired driving, and speed/aggressive driving program areas.*
- *EOPSS's paid media contractor to obtain 50 percent bonus of the gross value of mobilization paid media buys based on the formula of the average cost-per-spot in each market weighted for rotators. Also, have all mobilization buys achieve minimum weekly GRPs of 150 for radio and 200 for television.*

*Paid and Earned Media Program spending will be approximately \$2,650,000 in FFY 2008.*

Key initiatives involving paid and earned media in the 2008 Highway Safety Plan include:

- Support the paid and earned media needs of the EOPSS’s six mobilizations.
- Develop a 10-minute child passenger safety educational video in English and Spanish for distribution to local cable stations and community-based organizations. Also update companion hard cards in English and several other languages.
- Launch a Designated Driver Program in early 2008. Promote the use of other safe ride options such as taking a taxi or mass transit. Recruit program partners, in particular corporate sponsors.

## PERFORMANCE CHART

	2003	2004	2005	2006	Percent Change 2003-2006
Fatalities (Actual)	462	476	441	430	-7%
Fatality Rate (100 Million VMT)	0.86	0.87	0.80	0.80	-7%
Serious/Incapacitating Injuries (Actual)	5,370	5,033	5,052	-	-
Fatality and Serious/Incapacitating Injury Rate (100 Million VMT) <sup>a</sup>	10.86	10.06	-	-	-
Fatality Rate/100K Population	7.18	7.42	6.89	6.68	-7%
Alcohol-Related Fatalities (Actual)	215	207	186	174	-19%
Percentage of Alcohol-Related Fatalities	47%	43%	42%	40%	-7%
Alcohol-Related Fatality Rate (100 Million VMT)	0.40	0.38	0.31	0.32	-20%
Speed Fatalities (Actual)	156	158	144	148	-5%
Percentage of Speed-Related Fatalities	34%	33%	33%	34%	0%
Speed Fatality Rate (100 Million VMT)	0.29	0.29	.26	.27	-7%
Percentage of Population Observed Using Safety Belts	62%	63%	65%	67%	+5%
Pedestrian Fatalities (Actual)	86	81	76	61	-28%
Pedestrian Serious/Incapacitating Injuries (Actual)	246	268	241	-	-
Bicyclist Fatalities (Actual)	11	11	5	6	-45%
Bicyclist Serious/Incapacitating Injuries (Actual)	70	94	74	-	-
Motorcycle Fatalities (Actual)	35	60	56	50	+43%
Motorcycle Serious/Incapacitating Injuries (Actual)	291	354	374	-	-
Young Driver Fatalities (Actual) <sup>b</sup>	65	83	78	76	+17%
Young Driver Serious/Incapacitating Injuries (Actual) <sup>b</sup>	874	889	815	-	-
Older Driver Fatalities (Actual) <sup>c</sup>	60	36	46	40	-33%
Older Driver Serious/Incapacitating Injuries (Actual) <sup>c</sup>	328	310	350	-	-

Source: Fatality Analysis Reporting System (FARS) or Massachusetts Registry of Motor Vehicles, December 2007. Vehicle Miles Traveled (VMT) figures are based on data obtained from the Federal Highway Administration or Massachusetts Executive Office of Transportation and Public Works. Some data are not yet available for 2006; therefore certain values cannot be calculated. All population data are obtained from the U.S. Census Bureau.

Note: Some numbers reported in this FFY 2007 Highway Safety Annual Report differ slightly from the same numbers reported in previous reports due to changes in data availability and data quality improvements.

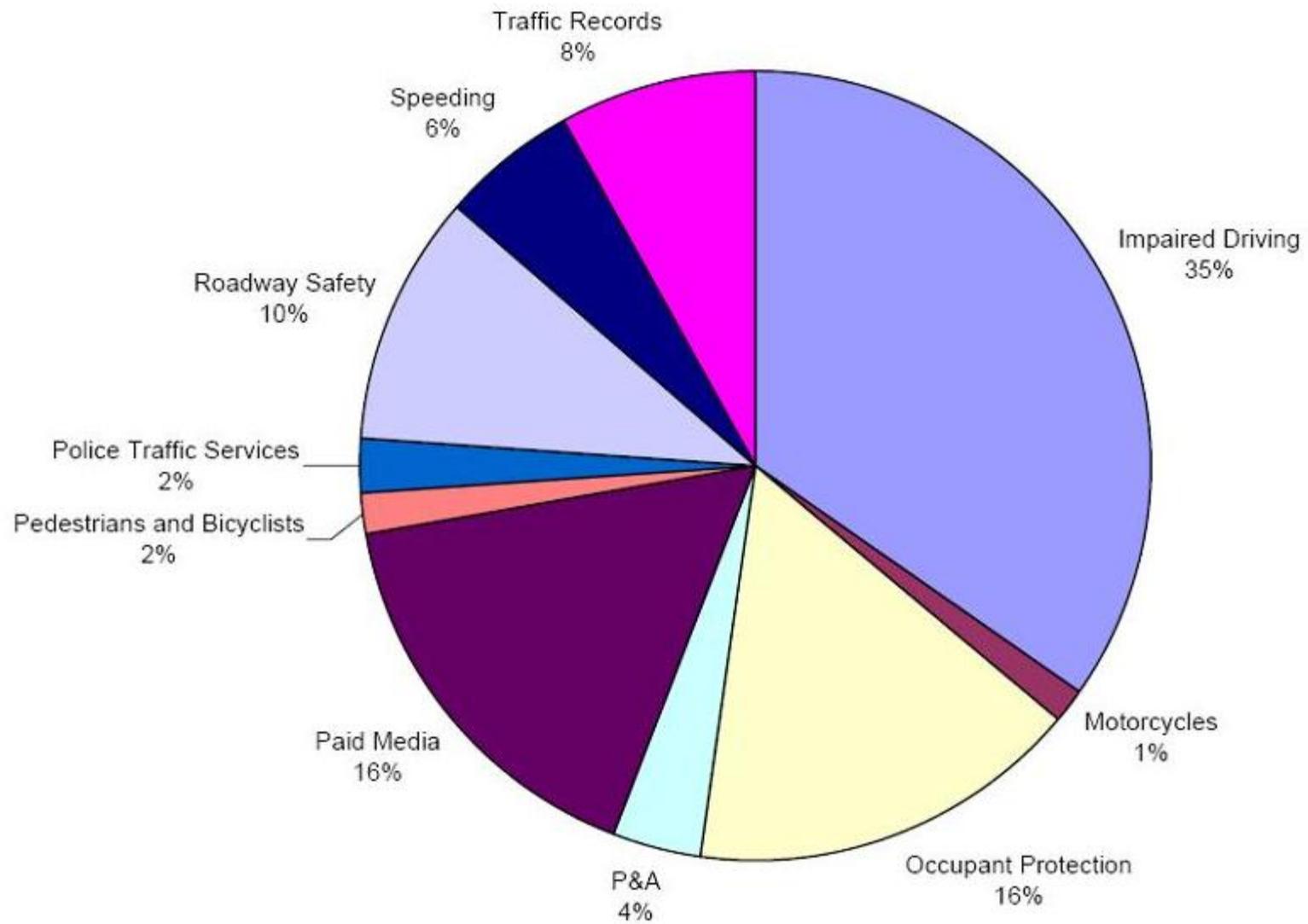
<sup>a</sup> FARS has not been fully updated so certain 2006 VMT data cannot be provided at this time.

<sup>b</sup> Young drivers are drivers ages 16 to 24.

<sup>c</sup> Older drivers are drivers age 65+.

# FINANCIAL SUMMARY/ DISTRIBUTION OF FUNDS

	402	405	157	410	164	2003B	2010	408	1906	Total	Percent of Total
CTSP/Safe Communities	0										
EMS											
Impaired Driving	\$43,259			\$1,164,369	\$1,646,484					\$2,854,112	35%
Motorcycles							\$102,567			\$102,567	1%
Occupant Protection	\$874,813	\$251,271	\$70,091			\$115,145				\$1,311,320	16%
P&A	\$215,027				\$70,147					\$302,038	4%
Paid Media	\$371,003	\$510,423			\$455,966					\$1,337,392	16%
Pedestrians and Bicyclists	\$153,388		\$16,864							\$153,388	2%
Police Traffic Services	\$160,858								\$22,760	\$183,618	2%
Roadway Safety					\$826,305					\$826,305	10%
Speeding	\$462,583									\$462,583	6%
Traffic Records	\$468,365							\$188,989		\$657,354	8%
<b>Total</b>	<b>\$2,749,296</b>	<b>\$761,694</b>	<b>\$70,091</b>	<b>\$1,181,233</b>	<b>\$2,998,902</b>	<b>\$115,145</b>	<b>\$102,567</b>	<b>\$188,989</b>	<b>\$22,760</b>	<b>\$8,190,677</b>	<b>100%</b>



**CARRY FORWARD FUNDS**

SECTION 402 NHTSA	\$ 3,327,672
SECTION 405 OP SAFETEA-LU	\$ 525,677
SECTION 408 DATA PROGRAM	\$ 1,012,481
SECTION 410 ALCOHOL SAFETEA-LU	\$ 2,740,809
SECTION 2003B CHILD PASSENGER SAFETY	\$ 91
SECTION 2010 MOTORCYCLE SAFETY	\$ 118,088
SECTION 1906 PROHIBIT RACIAL PROFILING	\$ 1,159,205
SECTION 164 TRANSFER FUNDS – ALCOHOL	\$ 2,934,772
SECTION 164 TRANSFER FUNDS – HAZARD ELIMINATION	\$13,586,571
TOTAL	\$25,405,366