

Massachusetts 2006 Highway Safety Annual Report



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MESSAGE FROM GOVERNOR'S HIGHWAY SAFETY REPRESENTATIVE



The mission of the Governor's Highway Safety Bureau (GHSB) 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 2006 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 GHSB and its highway safety partners.

I acknowledge the contributions and thank the staff of the GHSB, a program of the Office of Grants and Research within the Executive Office of Public Safety, for their varied efforts in FFY 2006 and in particular for the development of this report:

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Along with its highway safety partners, the GHSB continues to improve the safety of Massachusetts roadways, which is demonstrated by a four-year, 16 percent increase in safety belt use (2002-2006) and a four-year, 25 percent decrease in alcohol-related fatalities (2001-2005).

At the start of FFY 2006, in October 2005, our efforts received a tremendous boost by the passage of Melanie's Law. This legislation dramatically strengthened the penalties against impaired driving in Massachusetts, especially for repeat offenders. Unfortunately, other critical legislative improvements haven't passed, including a primary safety belt bill, a booster seat bill, and an enhanced junior operator licensing bill. The lack of these pieces of legislation will mean the extra traffic enforcement and educational initiatives of the GHSB and its partners will be even more critical to keeping Massachusetts roadways safer in the coming years.

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EXECUTIVE SUMMARY

FFY 2006 Accomplishments

- After the passage of the federal multiyear transportation funding bill, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), GHSB successfully applied to NHTSA for \$7,824,839 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 FFY 2006 and 2007. Also applied for and received \$350,000 from the U.S. Department of Justice (underage drinking prevention) in FFY 2006.
- GHSB helped to implement Melanie's Law, adopted in October 2005. This new legislation strengthened the Commonwealth's drunk driving laws, especially those relating to repeat offenders.
- With partial GHSB funding, the Massachusetts State Police acquired a Breath Alcohol Testing (BAT) Mobile in May 2006. This new resource allowed for an increase in the number of sobriety checkpoints during the summer months that followed.
- The observed safety belt use in Massachusetts increased from 65 percent to 67 percent.
- By serving on an Executive Leadership Committee and various subcommittees, the GHSB was able to partner with the MassHighway-led effort to develop the Commonwealth's first Strategic Highway Safety Plan for Massachusetts for FFY 2007. This plan received a best practice award from the Federal Highway Administration.

The overall goal of the GHSB's FFY 2006 work was to reduce the Massachusetts fatality rate per 100 million vehicle miles traveled (VMT) from 0.86 in 2003 to 0.83 in 2006. The latest available data, from 2005, has the rate at 0.80. As of 2005, Massachusetts had the lowest fatality rate per 100 million VMT in the nation.

FFY 2006 Challenges

- Federal funding to GHSB during FFY 2006 was impacted by the delayed passage of SAFETEA-LU. Several FFY 2006 grant funds were received late in the fiscal year, including Sections 402, 408, 1906, and 2010. The delayed funding resulted in slower program implementation and two program positions going unfilled until the summer of 2006.
- Effort was made to fully restore the GHSB's traffic records data and analysis capabilities after its data warehouse and on-line access tool were transferred to a new contractor during FFY 2005. On-line access to the system was restored for approximately 30 key users by spring 2006, though significant system infrastructure and data quality issues remain.
- In the spring of 2006, a bill to change Massachusetts' secondary adult safety belt law to a primary law was defeated in the Legislature despite support from the Governor, Lt. Governor, the Secretary of Public Safety, and a grass-roots coalition. A bill that required booster seat use for children aged under seven years old and under 4'9" also failed to pass. A bill to address weaknesses in the Commonwealth's Junior Operator Law was never finalized by the Legislature.

Crash Summary Chart

Year	2004	2005	Percent Change
Fatalities (Actual)	476	441	-7%
Percent of Population Observed Using Safety Belts	65%	67%	+2%
Alcohol-Related Fatalities	207	171	-17%
0.08+ Alcohol-Related Fatalities	186	150	-19%
Speed-Related Fatalities	158	146	-8%

Source: Massachusetts Traffic Records Portal, December 2006, and Fatality Analysis Reporting System, December 2006.

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 use rate increase ever recorded. Since then there has been a steady increase in safety belt use, reaching 67 percent in 2006. Even so, the Commonwealth's safety belt use rate lags 14 percent behind the 2006 national rate of 81 percent. It is estimated that there would be an 11 percent increase in safety belt use in Massachusetts in the first year after the adoption of a primary safety belt law, which could annually save 23 lives, prevent 896 serious injuries, and save \$205 million in economic costs. Consequently, the effort to increase safety belt use will continue to be a major program area for the GHSB.

The occupant protection goal of the GHSB's 2006 Highway Safety Plan was to increase safety belt use from 65 percent in 2005 to 67 percent in 2006.

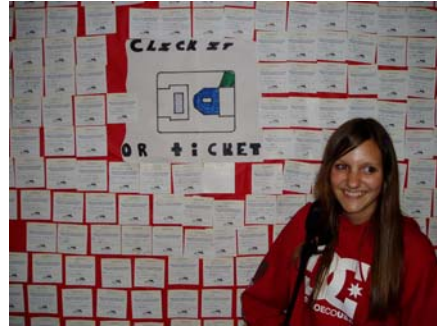
– The GHSB's 2006 Statewide Safety Belt Use Observation Survey indicates the Commonwealth reached its target of 67 percent.

Click It or Ticket Mobilizations

The Massachusetts State Police and more than 270 local police departments received funding to participate in two GHSB-sponsored CIOT Mobilizations, in November 2005 and May-June 2006. These mobilizations involved:

	State Police	Local Police
Enforcement (hours)	2,384	16,705
Traffic Stops	-	44,162
OUI Arrests	1	106
Speeding and Other Moving Violations Issued	4,608	18,312
Safety Belt Violations Issued	1,439	9,174
Child Safety Seat Violations Issued	80	279
Warnings Issued	1,450	19,770
Related Enforcement Actions	235	-

Over 150 of the local police departments receiving GHSB funding to participate in the CIOT Mobilizations also agreed to complete three out of six designated “Best Practices” safety belt educational initiatives between April and June 2006. Departments developed partnerships with high schools, businesses, media outlets, public health, and medical organizations to increase safety belt use. Upon completion of these initiatives, departments received additional GHSB funding for the purchase of traffic safety and enforcement equipment and materials.



Throughout FFY 2006, and in particular during the CIOT Mobilizations, the State Police used its GHSB-funded Roll-Over Simulator at 65 events to teach approximately 35,000 people about the benefits of safe driving and the importance of buckling up all vehicle occupants.

To support its mobilization partners, GHSB distributed statewide tens of thousands of hand and pledge cards, banners, key chains, table covers, and other informational materials. Many of these items were provided in Spanish and Portuguese.



A new method to promote the CIOT Mobilizations was 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 paid and earned media efforts of the mobilizations to reach hundreds of thousands of motorists.

Additional Accomplishments

- In spring 2006, GHSB awarded \$410,000 in Child Passenger Safety (CPS) Equipment Grants to 76 local fire and police departments as well as healthcare organizations for year-round CPS fitting stations. The departments committed to \$1,230,000 of in-kind match CPS activities.
- State and local police received GHSB funding to conduct 12 CPS checkpoints that installed or replaced approximately 480 child safety seats.

During the FFY 2006 series of six CIOT, YD&D YL, and RR Mobilizations, Massachusetts local police used \$1,722,902 in GHSB grant funds to conduct additional traffic enforcement. To enhance these mobilizations, the departments provided \$1,744,707 in in-kind match traffic enforcement activities.

- The GHSB hosted seven CPS Technician trainings using the 40-hour NHTSA-approved Safe Kids Child Passenger Safety Program. These training sessions were held across the Commonwealth and were responsible for the certification of 171 new CPS Technicians drawn from police, fire, daycare, and healthcare personnel.
- The GHSB offered four eight-hour CPS Technician recertification trainings to help 45 CPS technicians.
- Two four-hour CPS presentations were made by the GHSB to 37 social workers at the Massachusetts Department of Social Services facility in Roxbury. The intent was to educate attendees on the importance of safety belts and child safety seats.
- *Safe Driving – A Healthy Decision*, a presentation developed by the GHSB's Teen Team, was presented to over 2,000 high school students from 27 schools in the spring of 2006. The presentation focused on the importance of healthy decisions, with special emphasis on the benefits of safety belt use and the dangers of impaired driving.
- The GHSB continued to distribute its 7.5-minute *Every Child Deserves A Safe Seat* video in English and Spanish as well as a CPS hand card in English, Mandarin, Spanish, and Portuguese.

Looking Forward...

The occupant protection goals of the GHSB's 2007 Highway Safety Plan include:

- *Increase statewide safety belt use rate from the 2006 rate of 67 percent to 70 percent by 2007.*
- *Increase statewide teenage safety belt use rate from the 2006 unweighted rate of 66 percent to 70 percent by 2007.*

Occupant Protection Program spending will be approximately \$3.5 million.

Key initiatives to address occupant protection in the 2007 Highway Safety Plan include:

- November 2006 and May-June 2007 CIOT Mobilizations.
- Statewide safety belt observation study and telephone survey.
- CPS Program will retain and recruit technicians and instructors as well as enhance their work through CPS Equipment Grants and new public information materials with better impact on diverse populations.
- Support for community-based safety belt educational efforts by MADD, SADD, the Teen Team, and State Police's Traffic Operations.
- Conduct NHTSA-approved Occupant Protection Assessment.

IMPAIRED DRIVING

Massachusetts has made great strides in recent years in reducing the danger posed by impaired drivers on its roadways, including adopting NHTSA's *You Drink & Drive. You Lose.* (YD&D YL) Mobilization in 2002. 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 2005 in Massachusetts was 39 percent – consistent with the nation as a whole – but which represents a significant decrease from 45 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. An additional 11,776 alcohol-related citations were issued where no crash had occurred. The number of alcohol-related citations, crashes, and fatalities in Massachusetts warrant the GHSB 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 goals of the GHSB's 2006 Highway Safety Plan were to:

- *Reduce the rate of alcohol-related fatalities per 100 million vehicle miles traveled (VMT) from 0.40 in 2003 to 0.37 in 2006.*
 - *The 2005 rate of alcohol-related fatalities per 100 million VMT was 0.31 percent, indicating the Commonwealth appears well on its way to meeting its 2006 goal.*
- *Reduce the percentage of alcohol-related fatalities from 43 percent in 2004 to 41 percent in 2006.*
 - *The 2005 percentage of alcohol-related fatalities was 39 percent, indicating the Commonwealth is also heading towards meeting its 2006 goal.*

You Drink & Drive. You Lose. Mobilizations

The Massachusetts State Police and more than 270 local police departments received funding to participate in three GHSB-sponsored YD&D YL Mobilizations in December 2005, July 2006, and August-September 2006. During these mobilizations, 21 sobriety checkpoints were operated by state and local police. The mobilizations resulted in:

	State Police	Local Police
Enforcement (hours)	4,231	23,197
Traffic Stops	-	54,040
OUI Arrests	132	315
Speeding and Other Moving Violations Issued	4,421	22,298
Safety Belt Violations Issued	807	6,525
Child Safety Seat Violations Issued	43	266
Warnings Issued	1,622	25,238
Related Enforcement Actions	327	-

The State Police acquired a Breath Alcohol Testing (BAT) Mobile in late spring 2006, 70 percent of which was supported through GHSB funding. The BAT Mobile participated in 12 sobriety checkpoints between July and September 2006. These checkpoints resulted in 68 OUI arrests, 20 motor vehicle-related arrests, and 19 felony or misdemeanor arrests. Local police participated in all of these checkpoints, helping to generate additional media coverage. During FFY 2006, the BAT Mobile appeared at events such as the Memorial Day Safe Driving/CIOT Mobilization Press Event, Labor Day Safe Driving/YD&D YL Mobilization Press Event, Lawrence Eagle Tribune Media Event, Newburyport Yankee Homecoming Parade and Safety Fair, State Police 79th Recruit Training Troop Graduation, and MADD's Stride for Change 5K Walk.



Mothers Against Drunk Driving (MADD)

With GHSB 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 15 to 32. One of the benefits of this increase was a greater “Sticker Shock” effort that led to the placement of 75,000 stickers directly on alcohol products in 86 stores in 50 communities in order to remind shoppers that it was illegal to purchase alcohol for those under 21.



A Massachusetts MADD Power Summit was held with GHSB support in Boston in June 2006. The summit aimed to support high school and college age students who are making positive, healthy lifestyle choices. Community teams were recruited and 60 youth and 20 adult advisors, from 20 different Massachusetts communities, came together for four days of learning, project planning, community-building, and issue-based dialogue.

Students Against Destructive Decisions (SADD)

SADD supported 46 high schools across the Commonwealth to participate in its *A Call to Action* with GHSB funding. 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.

As part of the 2006 national SADD Conference held in Boston, SADD held a Safety Fair entitled *Putting Safety Into Drive for Another 25* at City Hall Plaza in July 2006. The event marked the 25th anniversary of the national SADD organization. Twenty-one Massachusetts SADD students and five advisors attended the national conference with GHSB support.



Additional Accomplishments

- GHSB funding made a number of additional MADD activities possible, including:
 - Conducting 100 multimedia assembly shows (*Superhero* and *The Spot*) at 27 elementary schools, 19 middle schools, and 54 high schools across Massachusetts which reached approximately 43,000 students.
 - Teaching *AlcoholEdu* at 11 Massachusetts high schools. Part of this support included a new pilot program at six schools that required all athletes to complete *AlcoholEdu*.

- Teaching *Protecting You/Protecting Me*, the MADD elementary school (grades one through five) curriculum, in 24 Massachusetts communities.
- Continued partnership with the Massachusetts Alcoholic Beverage Control Commission (ABCC) to support underage drinking and liquor law enforcement efforts.
- Staff attendance or participation in five Town Hall Meetings on the problem of underage drinking in Massachusetts.
- Continued campus/community coalition partnership activities with MIT, Harvard, Fitchburg State College, and Clark University.
- Support underage drinking and liquor law enforcement by local police departments.
- In late FFY 2005, U.S. Office of Juvenile Justice Delinquency Prevention funds were provided by GHSB to 10 colleges and universities to support initiatives designed to reduce underage drinking and prevent impaired driving. These efforts ran through spring 2006 and impacted approximately 20,000 students and 2,000 parents. GHSB funds were used to enable the Massachusetts ABCC as well as seven college and municipal police departments to conduct additional underage drinking and liquor law enforcement in the communities around 10 colleges and universities. MADD assisted these law enforcement efforts with underage decoys.
- GHSB funding paid for a full-time Traffic Safety Resource Prosecutor (TSRP) at the Massachusetts District Attorneys Association (MDAA). This TSRP provided technical assistance regarding implementation of Melanie's Law. 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 20th 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 with GHSB funding. A statewide meeting was conducted by the GHSB, State DEC Coordinator, and the State TSRP to present up-to-date information. In an effort to increase the number of certified DEC's, students, and instructors were sent to Maricopa County, Arizona for field drug certifications utilizing a central lock-up. There currently are 32 DREs and 14 DRE instructors with a FFY 2007 goal of 100.
- The Judicial Institute (the training arm of the Massachusetts Trial Court) used GHSB funding to conduct and support judicial trainings and to hold a conference on impaired driving issues and Melanie's Law.
- GHSB cosponsored the Annual New England Association of Drug Court Professionals (NEADCP) Conference in Boston in September 2006. A plenary session on the Massachusetts GHSB-DRE and Drug Impairment Training for Educational Professionals Program was conducted. GHSB funding covered the registration fees of 130 Massachusetts judges, prosecutors, probation officers, and law enforcement representatives.
- In July 2006, GHSB worked with the Pacific Institute for Research and Evaluation (PIRE) to conduct an underage drinking strategic meeting with Massachusetts traffic safety stakeholders. Participants represented organizations involved with public health, youth-based groups, advocacy groups, transportation, state and local law enforcement, and higher education. Underage drinking and young adult drinking research, prevention strategies, and partnership opportunities were discussed.

- The *Safe Driving – A Healthy Decision* presentation was shown by the GHSB's Teen Team to over 2,000 high school students from 27 schools in the spring of 2006. This presentation focused on the benefits of safety belt use and the dangers of impaired driving.
- The GHSB and its partners continued to implement key findings from the NHTSA Impaired Driving Assessment conducted in July 2005.

Looking forward...

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

Impaired Driving Program spending will be approximately \$5 million.

Key initiatives to address impaired driving in the 2007 Highway Safety Plan include:

- *Drunk Driving. Over the Limit. Under Arrest. (DD-OL-UA)* Mobilizations in December 2006 and July and August-September 2007, along with a related statewide telephone survey.
- Fund sobriety checkpoints with the BAT Mobile involving state and local police, purchase a second BAT Mobile, and upgrading of Breath Alcohol Test System (BATS) units.
- State- and local-level alcohol/underage drinking enforcement.
- Provide impaired driving-related training for local police, prosecutors, and judges.
- Support for community-based impaired driving educational efforts by MADD, SADD, Teen Team, State Police's Traffic Operations, select colleges and universities, 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. It was to address this situation that GHSB developed a Road Respect (RR) Mobilization in 2004. Speed was a factor in 33 percent of all motor vehicle-related fatalities in Massachusetts in 2005, as compared to 30 percent nationwide. On Massachusetts roadways that same year there were 3,338 speed-related citations involving a crash. 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 GHSB's 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 goals of the GHSB's 2006 Highway Safety Plan were to:

- *Reduce the percentage of speed-related fatalities from 34 percent in 2003 to 30 percent in 2006.*
 - *The 2005 percentage of speed-related fatalities was 33 percent, indicating modest progress towards the 2006 goal.*
- *Reduce the rate of speed-related fatalities per 100,000 population from 2.8 in 2002 to 2.4 in 2006.*
 - *The 2005 rate of speed-related fatalities per 100,000 population was 2.3, ahead of the 2006 goal.*

Road Respect Mobilization

The Massachusetts State Police and more than 270 local police departments received funding to participate in the GHSB-sponsored RR Mobilization in March-April 2006. The mobilization involved:

	State Police	Local Police
Enforcement (Hours)	1,308	7,507
Traffic Stops	-	19,228
OUI Arrests	4	39
Speeding and Other Moving Violations Issued	2,875	8,984
Safety Belt Violations Issued	408	2,683
Child Safety Seat Violations Issued	19	59
Warnings Issued	673	8,768
Related Enforcement Actions	98	-

Looking forward...

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

Speeding & Aggressive Driving Program spending will be approximately \$1.2 million.

Key initiatives that focus on speeding and aggressive driving in the 2007 Highway Safety Plan include:

- March-April 2007 RR Mobilization, along with a statewide telephone survey.
- Support for community-based speeding and aggressive driving educational efforts by SADD, the Teen Team, and State Police's Traffic Operations.
- Law enforcement support for lane departure crash reduction initiative.
- Speed Management Workshop.
- Spot speed survey training for local police.

SPECIAL USERS

In Massachusetts, special users are defined as young drivers, older drivers, motorcyclists, pedestrians, and school bus occupants. In 2005, Massachusetts far exceeded the U.S. average in pedestrian-related fatalities, 18 percent versus 11 percent. In the same year, motorcycle-related fatalities comprised approximately 12 percent of all fatalities on Massachusetts roadways compared to 10 percent nationwide. In 2005, young drivers (16 to 24 years of age) represented 18 percent of all motor vehicle-related fatalities in Massachusetts versus 15 percent at the national level. In the same year, older drivers (age 65 and older) represented 10 percent of such fatalities in Massachusetts in contrast to 14 percent at the national level. Although historically each year bicyclists and school bus occupants represent small percentages of fatalities in Massachusetts, the Commonwealth seeks to continually increase the safety of these modes of travel under this program area.

The special users goals of the GHSB's 2006 Highway Safety Plan were to:

- *Reduce younger driver fatalities and incapacitating injuries.*
 - *In 2005, there were 78 young driver fatalities and 815 incapacitating injuries, the 893 total representing an eight percent decrease from the 2004 figure.*
- *Obtain baseline information on factors involved in older driver crashes.*
 - *GHSB staff accomplished the goal, researching baseline information on factors related to crashes involving older drivers.*
- *Reduce the rate of pedestrian fatalities and incapacitating injuries per 100,000 population from 5.5 in 2002 to 5.4 in 2005.*
 - *The number of pedestrian fatalities in 2005 was 79, with a further 241 incapacitating injuries, for a rate of 5.0 per 100,000 population, beating the 2005 goal.*
- *Reduce the rate of motorcycle fatalities and incapacitating injuries per 100,000 licensed motorcyclists from 142 in 2002 to 137 in 2005.*
 - *In 2005, there were 54 motorcyclist fatalities and 374 incapacitating injuries, for a rate of 164.8 per 100,000 licensed motorcyclists, falling short of the 2005 goal.*



In FFY 2006, the GHSB Bicycle Helmet Distribution Program awarded over 13,657 bicycle helmets (up from 10,500 helmets the previous year). The program also distributed hand cards and bicycle helmet pledge cards to over 224 Massachusetts police, fire, health, and nonprofit organizations. The GHSB also continued to distribute a bicycle helmet law poster to bicycle-related businesses as required by state law, as well as to schools, community groups, and other interested partners.

On October 19, 2005, the GHSB cosponsored a statewide bicycle and pedestrian advocacy and safety conference, *Moving Together 2005*, in partnership with the Executive Office of Transportation, MassHighway, Department of Public Health, and other state agencies. Over 150 attendees representing law enforcement, public health, highway planners, nonprofit organizations, and traffic safety advocates participated in nine bicycle and pedestrian workshops during the conference.

Additional Accomplishments

- Completed a Federal Motor Carrier Safety Administration (FMCSA) Commercial Motor Vehicle (CMV) project that focused on improving CMV traffic records, specifically data collection and analysis.
- Completed a Federal Highway Administration Demonstration and Evaluation of Highway Improvements to Aid Older Road Users project.

Looking forward...

The special users goals of the GHSB's 2007 Highway Safety Plan include:

- *To reduce younger driver fatalities and incapacitating injuries from 893 in 2005 to 848 in 2007.*
- *To reduce older driver fatalities and incapacitating injuries from 396 in 2005 to 376 in 2007.*
- *To reduce the pedestrian fatalities and incapacitating injuries from 320 in 2005 to 289 in 2007.*
- *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 416 in 2007.*

Special Users Program spending will be approximately \$212,000.

Key initiatives to address special users in the 2007 Highway Safety Plan include:

- Safe driving presentations to older drivers.
- Bicycle helmet distribution.
- Launch Pedestrian Enforcement and Education 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 GHSB's previously mentioned major program areas are dependent on the success of efforts under this program area.



The police training and support goals of the GHSB's 2006 Highway Safety Plan were to:

- *Increase the level of traffic enforcement during mobilizations by law enforcement agencies.*
 - *GHSB increased the number of grant-funded local police departments involved in the CIOT, RR, and YD&D YL Mobilizations from 265 to 270.*
- *Encourage and assist law enforcement agencies with recognition of traffic enforcement and safety accomplishments.*
 - *The Massachusetts Chiefs of Police Association, serving as the GHSB's Law Enforcement Liaison (LEL), expanded involvement in the Massachusetts Law Enforcement Challenge and recruited 30 additional local police departments to participate without grant funding in CIOT and YD&D YL Mobilizations.*
- *Support traffic enforcement and safety training.*
 - *GHSB supported traffic enforcement and safety training at Municipal Police Training Committee (MPTC).*

With its LEL, GHSB implemented the second Massachusetts Law Enforcement Challenge (MLEC) to recognize traffic enforcement and safety accomplishments. Twenty-one local police departments (up from 11 in the first Challenge) and the State Police participated.

The GHSB's LEL recruited an additional 30 local police departments to support without grant funding the CIOT and YD&D YL Mobilizations between May and September 2006.

With GHSB funding, the MPTC conducted statewide trainings for approximately 600 municipal police officers in updated standard field sobriety testing, drug impaired driving, speed measurement, and breath test operation.

Looking forward ...

The police training and support goals of the GHSB's 2007 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.*

Police Training & Support Program spending will be approximately \$208,000.

Key initiatives under police training and support in the 2007 Highway Safety Plan include:

- Third Annual Massachusetts Law Enforcement Challenge.
- Support for the MADD Law Enforcement Recognition Program.
- Launch Anti-Racial Profiling Program.
- Support Law Enforcement Liaison work.
- Encourage Crash Investigation and Speed Measurement training.

TRAFFIC RECORDS

The GHSB 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 was substantially increased with the passage of SAFETEA-LU, specifically with the creation of the Section 408 grant program 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 goals of the GHSB's 2006 Highway Safety Plan were to:

- *Continue implementation of the 2005 Massachusetts Strategic Plan for Traffic Records in close collaboration with an active Traffic Records Coordinating Committee (TRCC).
 - *Efforts were made to continue the implementation of the 2005 Massachusetts Strategic Plan for Traffic Records while also meeting the demands of the new Section 408 program.**
- *Ensure that GHSB and MassHighway develop a Strategic Highway Safety Plan for Massachusetts, based on the AASHTO model, for FFY 2007.
 - *Commonwealth successfully submitted its first Strategic Highway Safety Plan for FFY 2007.**
- *Expand use of on-line traffic records data and analysis tools by law enforcement and highway construction professionals.
 - *GHSB's on-line traffic records portal was re-launched in late spring 2006 and a new portal user training course was developed and delivered in fall 2006.**

Much of the GHSB's traffic records time in FFY 2006 was spent submitting a first-year application for grant funding under Section 408, due June 2006, for the TRCC. The development of the application, and a related 2006 Strategic Plan for Traffic Records, required an unprecedented amount of cooperation and interaction between federal, state, and local representatives involved in the TRCC, including several new committee members. The GHSB, as chair of the TRCC, was assisted in this application process by its new traffic records contractor, Cambridge Systematics, as well as the regional office of NHTSA and its consultant team. As a result of this effort, the GHSB was awarded on behalf of the TRCC \$701,471 in Section 408 funds in September 2006. In late 2006, planning was underway for the following 408-funded projects:

- On-line training for state and local police to enhance their abilities to report crash data by the University of Massachusetts' Traffic Safety Research Program.
- On-line survey to determine crash data submission barriers for state and local police by a yet to be named vendor.
- Resource guide to assist state and local police to improve their crash reporting work by Registry of Motor Vehicles (RMV) and MassHighway.
- Enhancements by the RMV to its Crash Data System to increase e-reporting of crash data from state and local police.
- Development of the Commonwealth's first-ever ambulance trip run and statewide trauma registry databases by the Massachusetts Department of Public Health and the Division of Health Care Finance and Policy.

In FFY 2006, the GHSB and its traffic records contractor also spent considerable time attempting to restart the traffic records data warehouse and on-line access tool received from the GHSB's former traffic records contractor in October 2005. Challenges included aging hardware, establishing legal agreements with data owners about security and approval of new users, and developing a complete set of system documentation for the first time. The latest crash and citation data sets were then added to the warehouse. On-line access to the warehouse, renamed the Massachusetts Traffic Records Portal (MTRP), was restored to a new group of authorized users by late spring 2006. To increase use of the portal, the GHSB's traffic records contractor developed an on-line user's guide as well as a hands-on classroom

training course for new users. A pilot training of this course was offered in September 2006. The traffic records contractor also developed a Safety Data Support Center to assist the GHSB, portal users, and TRCC members by e-mail and phone with portal use issues and traffic records data and analysis questions.

Other Accomplishments:

- GHSB's traffic records contractor provided data analysis and presentation assistance for the GHSB's FFY 2007 Highway Safety Plan.
- GHSB's traffic records contractor conducted the 2006 Statewide Safety Belt Usage Observation Survey.
- GHSB chaired 10 meetings of the TRCC and organized Data Quality and Strategic Plan/408 Application Subcommittees.
- GHSB continued to assist the RMV to successfully involve Massachusetts in NHTSA's Fatal Analysis Reporting System.

Looking forward ...

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

Traffic Records Program spending will be approximately \$1.3 million.

Key initiatives involving traffic records in the 2007 Highway Safety Plan include:

- Increase use of traffic records in highway safety work.
- Enhance the MTRP and increase number of users.
- Expand work of TRCC.
- Implement FFY 2006 Section 408-funded projects.
- Submit FFY 2007 Section 408 Application and Strategic Plan.

PAID AND EARNED MEDIA

During FFY 2006, GHSB 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 GHSB was assisted by its paid and earned media contractors, Argus Communications and Solomon & McCown, respectively. Most of these efforts were in support of the GHSB's three CIOT Mobilizations, three YD&D YL 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 GHSB's 2006 Highway Safety Plan were to:

- *Meet the paid and earned media requirements of the GHSB's series of mobilizations to help accomplish the goals of the occupant protection, impaired driving, and speed/aggressive driving program areas.*
 - *Met all paid and earned media requirements of the GHSB's six FFY 2006 mobilizations and helped to meet or achieve progress towards the goals of the occupant protection, impaired driving, and speed/aggressive driving program areas.*
- *For all mobilization paid media buys, have GHSB'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 (up from 48 percent in FFY 2005) during the mobilizations and achieved all minimum weekly GRPs.*

Click It or Ticket Mobilizations

The primary audience of the November 2005 Mobilization was males and females ages 16 to 34. The primary audience of the May-June 2006 Mobilization was males and females ages 16 to 49. Secondary efforts were directed at young drivers, especially males, the Spanish-speaking population, commercial vehicle and pickup truck drivers, as well as those living in urban areas and throughout southeastern Massachusetts.



For the November 2005 Mobilization a previously developed 30-second radio spot, *Because You Never Know*, with a CIOT tag-line was run. On stations with a 60-second format, a previously developed 30-second radio spot, *Forget*, with a CIOT tag-line was paired with *Because You Never Know*. *Forget* in Spanish ran on Spanish-language radio stations and was translated for use on a Portuguese-language radio station in southeastern Massachusetts. The 30-second TV versions of *Forget* in English and Spanish were used for a

supportive cable buy in southeastern Massachusetts. The May-June 2006 Mobilization used the English and Spanish *Forget* spots for statewide TV and radio. For the first time, print (November Mobilization only) and on-line ads (both mobilizations) were used to support the primary effort on radio.

News conferences, statewide news releases, and op-eds 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 270 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. A sample news release was 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, commercial vehicle and pickup truck drivers, as well as those in southeastern Massachusetts.

During the March-April 2006 Mobilization, two previously developed 30-second radio spots in English and Spanish with enforcement-based themes were used: *Road Respect* and *No Need to Speed*. A new 60-second radio spot in English and Spanish, *Can't Undo*, drew attention to how speeding/aggressive driving put bicyclists, motorcyclists, and pedestrians at risk.



A news conference and statewide news release promoted the RR Mobilization by highlighting the extra enforcement work of the State Police and more than 270 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. Mobilizations

The primary audience of the December 2005 Mobilization was males ages 16 to 34. The primary audience of the July and August-September 2006 Mobilizations was males 16 to 49. Secondary emphasis in all three mobilizations was placed on Spanish-speaking populations and those living in southeastern Massachusetts.



The December 2005 Mobilization made use of previously developed YD&D YL 30-second *No Holiday-Winter* radio spots in English and Spanish. This ad was translated for use on a Portuguese-language radio station in southeastern Massachusetts. The *No Holiday-Winter* 30-second TV spot was run statewide in Spanish on Spanish-language cable as well as in English on cable in southeastern Massachusetts. Supportive print and on-line ads also were used.

The July 2006 Mobilization had previously developed YD&D YL 30-second *No Holiday-Summer* radio spots in English and Spanish. This ad was translated for use on a Portuguese-language radio station in southeastern Massachusetts.

The August-September 2006 Mobilization involved newly developed YD&D YL 30-second *Cost of a Beer* radio spots in English and Spanish. This ad was translated for use on a Portuguese-language radio station in southeastern Massachusetts. The national YD&D YL 30-second TV spot aired statewide in English and Spanish. Supportive outdoors, restroom, and on-line ads also were used.

News conferences, statewide news releases, and op-eds promoted the YD&D YL Mobilizations and safe driving over the winter holidays, July 4th holiday period, and Labor Day weekend. These highlighted the extra enforcement work of the State Police and more than 270 local police agencies. The earned media in the December 2005 Mobilization placed special emphasis on the recently enacted Melanie's Law that increased penalties for drunk driving, especially by repeat offenders. A *You Drink & Drive. You Lose – Drive Sober & Buckled Up* message was displayed on 16 fixed and 80 portable variable message boards of MassPike, Massport, and MassHighway.

The Boston/New England Chapter of the National Television Academy awarded the GHSB's paid media contractor, Argus Communications, an Emmy for its GHSB-funded motorcycle safety program television PSAs entitled Blind Spot (share the road topic) and Goodbye (ride straight) develop for the Registry of Motor Vehicles' motorcycle safety program.

Paid and Earned Media Expenditures

The FFY 2006 paid and earned media expenditures, including creative and production expenses as well as state indirect charges, are as follows:

Section 402	\$ 156,542.14
Section 405	\$ 283,544.34
Section 157 Incentive	\$ 229,000.00
Section 164	\$ 842,320.44
Total	\$1,511,406.90

Note: Earned media was \$109,223.40 of the above total figure. All figures are as of December 18, 2006 and do not reflect final fiscal closeout for FFY 2006.

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

Dates of Campaign	CIOT				Road Respect		YD&D YL					
	November		May-June		December		July		August-September			
	Paid	Bonus	Paid	Bonus	Paid	Bonus	Paid	Bonus	Paid	Bonus	Paid	Bonus
11/14/05 to 11/27/05			5/15/06 to 5/28/06		3/27/06 to 4/9/06		12/19/05 to 1/1/06		7/1/06 to 7/16/06		8/14/06 to 9/4/06	
Number of Spots												
Broadcast TV			303	165			34	34			95	57
Cable TV	462	253	1,279	1,911			469	319			2,366	1,573
Radio	992	641	772	474	605	657	847	571	774	435	909	592
Print Ads	5						6					
Aerial											2	0
Outdoor											54	58
Costs												
Broadcast TV			\$198,509.85				\$6,675.90				\$93,785.18	
Cable TV	\$11,795.96		\$100,189.93				\$11,606.16				\$215,012.60	
Radio	\$127,271.27		\$93,552.36		\$87,569.30		\$115,387.42		\$97,849.62		\$115,814.71	
Print	\$13,557.50						\$19,541.50					
Aerial Spots											\$2,860.00	
Outdoor Spots											\$9,794.39	
On-Line	\$15,134.90		\$19,250.00				16,775.00				\$30,250.00	
Total Cost of Paid Spots	\$167,759.63		\$411,502.14		\$87,569.30		\$169,985.98		\$97,849.62		\$467,516.88	
Estimated Value of Bonus		\$75,200		\$224,000		\$57,229		\$75,079		\$46,235		\$197,760
Gross Impressions												
Broadcast TV			12,388,171								652,242	
Cable TV	617,978		5,381,130				270,926				1,870,658	
Radio	5,665,190		8,889,211		2,401,146		3,427,908		2,928,058		2,915,147	
Print	1,080,765						2,364,320					
Aerial											500,000	
Outdoor											1,728,000	
On-Line	2,532,203		3,239,542				4,005,562				8,189,088	
Total Gross Impressions	9,896,136		29,898,054		2,401,146		10,068,716		2,928,058		15,855,135	

Paid and Earned Media Assessment

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

- Conducted a NHTSA-approved statewide safety belt use observation survey in June 2006 to compare against a similar June 2005 survey.
- Conducted statewide 500-person telephone surveys of drivers age 16 and older on safety belt issues before and after the May 2006 CIOT Mobilization.
- Conducted statewide 500-person telephone surveys of drivers age 16 and older on impaired driving issues before and after the August-September 2006 YD&D YL Mobilization.

Major findings from these efforts:

- The statewide safety belt use observation survey in June 2006 found safety belt use had increased two percent since June 2005 to a historic high of 67 percent.
- The results of the safety belt telephone surveys showed the attitudes of drivers towards enforcement of the Massachusetts secondary safety belt law during the May-June 2006 CIOT Mobilization were negatively affected by the defeat of a primary safety belt law in the Massachusetts Legislature in the middle of the mobilization period. Yet there still was a notable increase in awareness of the mobilization message.
 - *Prior to the mobilization, 39 percent of drivers said it was likely adults not wearing a seat belt would be ticketed. After the mobilization it dropped to 34 percent.*
 - *Before the mobilization, 78 percent of drivers said it was likely law enforcement was increasing its ticketing of people who do not wear seat belts. Following the mobilization it declined to 65 percent.*
 - *Prior to the mobilization, 67 percent of drivers that reported recently hearing more messages about increased enforcement of traffic safety laws in Massachusetts said those messages were about safety belts. After the mobilization it increased to 88 percent.*
 - *Unaided recall of the CIOT name among those aware of special efforts by police in Massachusetts to ticket drivers for seat belt violations went up 14 percent after the mobilization to 73 percent.*
- The results of the impaired driving telephone surveys show the August-September 2006 YD&D YL Mobilization was successful in reaching the primary audience of males 16 to 49.
 - *Prior to the mobilization, 61.5 percent reported being motivated to abstain from drinking and driving if they knew police were increasing their enforcement of drunk driving laws. After the mobilization it was 76 percent.*
 - *Prior to the mobilization, 43.5 percent of drivers that reported recently hearing more messages about increased enforcement of traffic safety laws in Massachusetts said these messages were about impaired driving. After the mobilization, the figure increased to 76.5 percent.*
 - *Unaided recall of the YD&D YL name among those aware of a special effort focused on citing people for driving under the influence went up eight percent after the mobilization to 38 percent.*

Looking Forward ...

The paid and earned media goals of the GHSB's 2007 Highway Safety Plan include:

- *Meet the paid and earned media requirements of the GHSB's six mobilizations to in turn help achieve the goals of the occupant protection, impaired driving, and speed/aggressive driving program areas.*
- *GHSB'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 million.

Key initiatives involving paid and earned media in the 2007 Highway Safety Plan include:

- Support the paid and earned media needs of the GHSB's six mobilizations, including the transition from the *You Drink & Drive. You Lose.* to the *Drunk Driving – Over the Limit – Under Arrest* slogan;
- Address communications needs of the GHSB other program areas, for example, develop a 10-minute child passenger safety educational DVD and webcast in English and Spanish.

PERFORMANCE CHART

	2002	2003	2004	2005 ^a	Percent Change 2002-2005
Fatalities (Actual)	459	462	476	441	-4%
Fatality Rate (100 Million VMT)	0.86	0.86	0.87	0.80	-7%
Serious/Incapacitating Injuries (Actual)	5,279	5,370	5,033	5,052	-4%
Fatality and Serious/Incapacitating Injury Rate (100 Million VMT)	10.77	10.86	10.06	NA	NA
Fatality Rate/100K Population	7.14	7.18	7.42	6.89	-4%
Alcohol-Related Fatalities (Actual)	224	215	207	171	-24%
Percentage of Alcohol-Related Fatalities	49%	45%	43%	39%	-10%
Alcohol-Related Fatality Rate (100 Million VMT)	0.42	0.40	0.38	0.31	-26%
Speed Fatalities (Actual) ^b	176	156	158	146	-17%
Percentage of Speed-Related Fatalities	38%	34%	33%	33%	-4%
Speed Fatality Rate (100 Million VMT)	0.33	0.29	0.29	NA	NA
Percentage of Population Observed Using Safety Belts	51%	62%	63%	65%	+14%
Pedestrian Fatalities (Actual)	58	85	81	79	+36%
Pedestrian Serious/Incapacitating Injuries (Actual)	287	246	268	241	-16%
Bicyclist Fatalities (Actual)	6	11	11	5	-17%
Bicyclist Serious/Incapacitating Injuries (Actual)	84	70	94	74	-12%
Motorcycle Fatalities (Actual)	58	35	60	54	-7%
Motorcycle Serious/Incapacitating Injuries (Actual)	328	291	354	374	+14%
Young Driver Fatalities (Actual) ^c	74	65	83	78	+7%
Young Driver Serious/Incapacitating Injuries (Actual) ^c	884	874	889	815	-8%
Older Driver Fatalities (Actual) ^d	44	60	36	46	+5%
Older Driver Serious/Incapacitating Injuries (Actual) ^d	326	328	310	350	+7%

Source: Massachusetts Traffic Records Portal, December 2006 and the Fatality Analysis Reporting System (FARS), December 2006. All Vehicle Miles Traveled (VMT) data are obtained from the Federal Highway Administration. Some data are not yet available for 2005; therefore certain rates values cannot be calculated. All population data are obtained from the U.S. Census Bureau.

Note: Some numbers reported in this FFY 2006 Highway Safety Annual Report differ slightly from the same numbers reported in previous reports due to changes in data availability and data quality improvements.

^a Complete 2005 data is available from the Massachusetts Traffic Records Portal, but FARS has not been fully updated so certain 2005 VMT data cannot be provided.

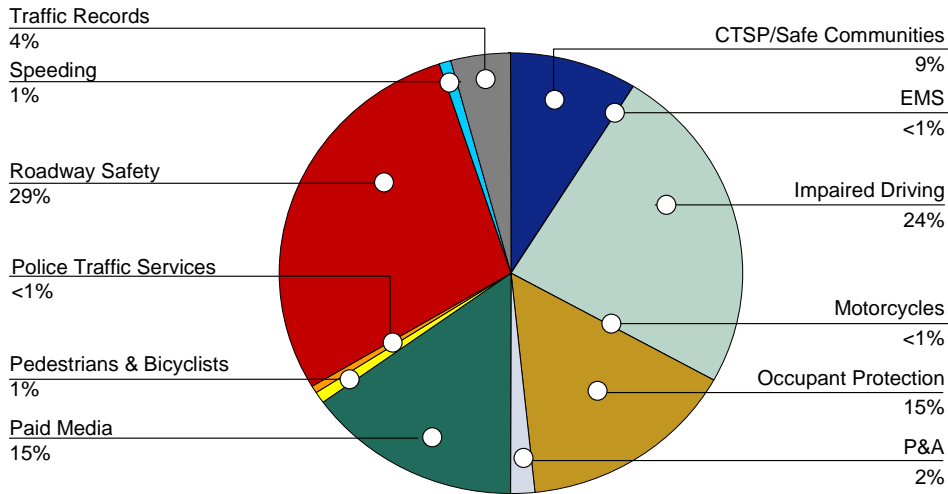
^b FARS, December 2006.

^c Young drivers are drivers ages 16 to 24.

^d Older drivers are drivers age 65+.

FINANCIAL SUMMARY/ DISTRIBUTION OF FUNDS

	402	405	157	164	2003B	Total	Percent of Total
CTSP/Safe Communities	\$912,860					\$912,860	9%
EMS							<1%
Impaired Driving	\$60,982			\$2,377,652		\$2,438,634	24%
Motorcycles	\$630					\$630	<1%
Occupant Protection	\$445,000	\$1,072,918			\$5,140	\$1,523,058	15%
P&A	\$142,000			\$45,000		\$187,000	2%
Paid Media	\$156,542	\$283,545	\$229,000	\$842,320		\$1,511,407	15%
Pedestrians and Bicyclists	\$95,000					\$95,000	1%
Police Traffic Services	\$43,000					\$43,000	<1%
Roadway Safety				\$2,886,290		\$2,886,290	29%
Speeding	\$93,200					\$93,200	1%
Traffic Records	\$423,000					\$423,000	4%
Total	\$2,373,214	\$1,356,463	\$229,000	\$6,151,262	\$5,140	\$10,114,079	100%



Note: The data in the above pie chart and table are current as of December 18, 2006, and do not reflect final fiscal closeout for FFY 2006.