VERMONT HIGHWAY SAFETY PROGRAM

2005 ANNUAL REPORT
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INTRODUCTION

2005 was yet another challenging year under TEA-21. On one hand, it provided outstanding financial resources to mobilize programs to truly effect change on the roadway. For this we are very grateful, and have achieved some success not otherwise possible. On the other hand, those resources arrived so late and sporadically, that it ruled out the ability to execute contracts in advance. That put Highway Safety staff in the position of lining up at the starting gate, ready to burst forth, but unable to take the first step for months at a time.

Nonetheless, by exerting great effort and depending on our many partners to pull a rabbit out of the hat, we were successful in maintaining downward pressure on alcohol-related crashes and brought the safety belt rate back up to almost 85% again.

The SAFETEA-LU era has begun on a similar track. 402 funding is late, and specialized funding for occupant protection, alcohol, child passenger safety, motorcycle and data projects are months away. We don't even know if we will qualify for many funding sources, so long-range planning cannot begin. The lack of a dependable funding stream has made it very difficult for us to maintain visibility and staffing on our priority issues. And it appears that, when funding does begin to flow, we will have excellent resources for acting on alcohol issues, but will suffer significant resource losses in the occupant protection arena. The 157 innovative project provided Vermont with about a half-million per year in enforcement time and media coverage in our push to achieve 85% seat belt use with our secondary law. With the expiration of that multi-year project, and not being eligible for a significant occupant protection funding source to take its place, we are deeply challenged to find ways to keep up the pressure to get Vermon ters buckled up.

We have begun looking for low-cost ways to keep our momentum. This fiscal year we have already conducted a Law Enforcement Traffic Safety Summit to focus attention on traffic safety issues, including occupant protection and alcohol. The State has also kicked off its first Strategic Highway Safety Planning initiative, and identified occupant protection, impaired drivers, youthful drivers, and run-off-road crashes as high priorities.

Our fatality averages this decade are about ten fewer than ten years ago, and we would never have achieved this success without the support of Congress, NHTSA and the Vermont Legislature. If we could make one change, we would ask that funding levels be identified and in place at the start of each fiscal year. However, we will continue to do our best to take advantage of what is made available, when it is available, be responsible in our handling of these resources, and do our best to continue the pursuit of Congressional, NHTSA and Vermont goals.

Jeanne Johnson, Coordinator

CRASH SUMMARY:
Vermont had the largest percentage increase in highway fatalities last year, but our numbers are small compared to most
states. It is likely that Vermont will have the largest **decrease** in fatality percentage this year, after the spike in 2004. The second year of data for Graduated Drivers Licenses is out, and crash rates are down again for those drivers. Crash rates have been cut in half for 16-year-old drivers in the first two years of GDL. Failure to yield, inattention and speed remain the top three causes of crashes in Vermont, while speed and alcohol, combined with lack of restraint use, remain the top causes of fatal crashes.

**ACCOMPLISHMENTS:**
Vermont held its first ever Traffic Safety Summit, with representatives from every branch of law enforcement, the police academy, state agencies and private industry, such as State Farm Insurance, participating. National speakers were brought in to educate Vermont on the latest techniques of conducting sobriety check points, drug recognition experts shared techniques for looking beyond the traffic stop and how to recognize drug-impaired drivers, and break out sessions were held on a regional basis to see how agencies could best work together to improve traffic safety efforts for both education and enforcement.

A complete report on the Summit and outcomes will soon be made available to every law enforcement agency in the state. In addition, Vermont has started the process of a Comprehensive Highway Safety Plan.

Led by Governor Douglas, Vermont’s top level officials looked at AASHTO’s 22 emphasis areas for reducing fatalities and major crashes. For the first time, all four “Es” worked together to choose priorities for driving down the number of Vermonters killed and injured. The Es are enforcement, education, engineering and emergency medical services. The priorities chosen were behavioral: increasing seat belt usage, curbing aggressive driving, reducing impaired driving, and run off road crashes, in that order. Putting together a plan to achieve the goals is the next step.

**CHALLENGES:**
Highway safety problems have long been identified and vary little from year-to-year in Vermont. We are a rural state with law enforcement spread too thin, covering too great an area and agencies continue to be understaffed. But despite the enormous hurdles, these same agencies continue to support our campaigns, working hard to save lives. Officers continue to set the bar higher on each campaign, seeking new methods to get Vermonters to buckle up, slow down and to not drink and drive. The challenge is to keep our partners fresh and help them be innovative in light of reduced or eliminated funding. How are we going to achieve an 85 percent belt use? How are we going to decrease the number of alcohol related fatalities? Perseverance.
## CRASH DATA/TRENDS

### Crash Data / Trends

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<td>10.64</td>
<td>10.58</td>
<td>9.45</td>
<td>9.1</td>
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<td>45.5%</td>
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<td>36.7%</td>
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<td>36.9%</td>
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<td>0.47</td>
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<td>Percent of Population Using Safety Belts</td>
<td>69.0%</td>
<td>70.9%</td>
<td>62.7%</td>
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<td>67.4%</td>
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<td>64.6%</td>
<td>66.2%</td>
<td>71.3%</td>
<td>78.2%</td>
<td>82.2%</td>
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Vermont Projects

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

Traffic Safety Summit

The Governor's Highway Safety Program, working in conjunction with the Vermont State Police, the Department of Motor Vehicles, the Vermont Sheriff's Association, the Vermont Chiefs' of Police Association and the Vermont Criminal Justice Training Council put together the state's first traffic safety summit. For two days, more than 100 of Vermont's top traffic safety officials and law enforcement officers gathered to learn new methods of traffic enforcement. Workshops were presented on improving sobriety check points, effective use of the media, understanding the impacts of alcohol and other drugs on adolescents and Vermont's move toward implementing a drug recognition expert program and solid case law for dealing with drugged drivers. Time was taken on the second day for agencies to gather by region, and work out strategies for improving cooperative efforts on traffic safety. Since Vermont is a very rural state, most agencies lack staffing and the financial wherewithal to run programs without support from surrounding agencies. Agencies were encouraged to brainstorm ways to overcome hurdles, rather than putting up barriers, to improve traffic enforcement. One outcome was an agreement to continue regional meetings throughout the year so that agencies can best utilize resources available. This was an amazing commitment of time and energy by everyone involved, and GHSP thanks those who participated.

Move Left Campaign

Several years ago, the Vermont Legislature passed a law requiring motorists to slow down and move left when approaching emergency vehicles stopped on the side of the road. It was passed to help ensure the safety of emergency personnel. It was a law that was largely ignored. So the Commercial Enforcement Unit of the Department of Motor Vehicles, the Vermont State Police Traffic Safety team and GHSP got together to film a PSA and hold a press conference to publicize the law. A traffic stop was staged in a safe area on Interstate 89, and a total of four cruisers with blue lights running were spread out for almost a mile to make sure the TV spot could be safely filmed. George Barrett, president of Barrett Trucking Company, graciously donated a tractor trailer for use during the filming of the spot. However, real life provided a much better shot in the commercial. Despite all the cruisers and officers on the side of the road, a motor home operator refused to move left and passed so closely by the trooper shooting the scene that he was rocked on his feet, and another trooper had his hat blown off. That operator was stopped a short time later and asked why he didn't move into the left lane, why he felt the need to drive so close to the trooper. He replied that he “thought it was safe.” It shows that drivers just don’t grasp how unsafe it is for emergency personnel when tons of steel are flying by at highway speeds scant feet away. That operator was issued one of the first tickets under the new law, and the resulting campaign generated a lot of press, raising public awareness of the need to "Move Left."
IMPAIRED DRIVING

Impaired driving initiatives remain one of our strongest highway safety programs. The Vermont focus on DUI is solid, from the Legislature’s continued support to 117 Grants, to enforcement agencies dedication to check points and saturation patrols despite limited personnel, and we again saw a decrease in deaths per miles driven for alcohol crashes.

Vermont held two You Drink You Drive You Lose campaigns last year; one during the national campaign in August and one during December. Both proved successful. For example, in August 571 check points and saturation patrols occurred, resulting in 29,528 contacts and 135 DUI arrests. At one check point in Washington County, officers set up at midnight, and between 12:40 am and 1:20 am, five DUI arrests took place in that 40 minute period. It proves check points are effective, both in educating the public and in catching impaired drivers.

Because participation by law enforcement is voluntary, Vermont is proud of the fact that nearly 100 percent of the law enforcement community participates. GHSP rewards those who do by distributing traffic safety equipment; radars, lasers, PBTs, etc.

PROGRAM OVERVIEW

Vermont is best in the nation concerning alcohol-related deaths per miles traveled, according to NHTSA. This is a great accomplishment. The sad reality is that more than a third of our highway fatalities are alcohol-related. So we have taken a two-prong approach to combating drinking and driving. The first is putting resources in the areas of the state with the greatest problems. Funding of officers dedicated to DUI enforcement and funding of programs at the local level are provided after careful review by GHSP staff and approved by Vermont's DUI Task Force.

Second, we have a successful model from occupant protection that has been adapted for DUI campaigns; intensive education over a brief period, followed by high-visibility law enforcement. For example, during July we implemented a You Drink You Drive You Lose campaign. We produced commercials that aired extensively on Vermont's cable television systems. Polls after the event showed a significant recognition rate of the slogan, and an increased perception that police were everywhere. Our campaigns were aggressively supported by our educational programs, and we've created partnerships with the private sector as well. For instance, the Vermont Expos, the state's only professional baseball team, worked with us to promote START, Stop Teen Alcohol Risk Teams that help prevent underage drinking. The team also held a highway safety night at the ballpark, where both spectators and the team tried Fatal Vision goggles, and saw how difficult it was to perform the simplest tasks when impairment was simulated.

The DUI Task Force met recently, and recommitted to efforts to keep impaired driving a highway safety priority. The Task Force agreed to meet quarterly, and work on new initiatives, including more check points, staffed by fewer officers for shorter periods of time. With limited resources in Vermont, staffing of check points is always an issue.
By running for shorter hours, more agencies can commit the officers necessary to make check points successful.

We have purchased four Mobile Breath Alcohol Testing Vehicles (BAT-Mobiles). These BAT-Mobiles provide a means for law enforcement officers to conduct on-site, evidentiary tests of suspected impaired drivers. The capability to do on-site testing will encourage sobriety checkpoints, alcohol enforcement at events where alcohol is present and give enforcement agencies capability to process suspects at remote locations (i.e. at farm keg parties or informal camp sites). These roaming “billboards” contribute to high visibility enforcement, especially during campaigns such as “You Drink, You Drive, You Lose.”

The Emergency Nurses CARE Program educates Vermonters from elementary school through senior citizens about the effects of alcohol and other drugs and the dangers of impaired driving. The ENCARE program centers on a slide presentation showing crash victims being treated in an emergency room trauma center. The associated narrative describes the effects of alcohol; the injuries, treatment and care of survivors; and the personal and social consequences of alcohol-related crashes. The program emphasizes the dangers of impaired drivers and other risky driving practices and encourages safe alternative choices. ENCARE uses former victims to assist in the presentation whenever possible. ENCARE also plays a lead role in the “THINK” memorial sign program, which marks the sites of alcohol-related fatal crashes.

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

The Vermont Teen Leadership Safety Program uses peer support to encourage teens to make healthy lifestyle choices. VTLSP works closely with all state agencies, such as Liquor Control, to promote programs such as SADD, and discourage underage drinking. Students offer tips to their peers on how to deal with situations where alcohol is involved, and how to make the right decisions.

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

Vermont ran its most aggressive Click It or Ticket campaign of the past five years. We pulled out all the stops, partnering with professional sports teams, contracting for indoor media that had the message posted in the state’s busiest restaurants, and for the first time, putting a 40-person task force on the road for 14 straight days of enforcement. We “hired” four team captains who recruited teams of traffic safety specialists. These teams ran safety check points and conducted saturation patrols in every region of the state in an effort to increase belt use. Captains and their team members visited schools, had town governing bodies adopt proclamations and had members of the media as “ride-alongs” on patrols to educate the public on the importance of buckling up.

Our goal was a five percent increase in belt use, and we achieved an 11 percent rise in use, more than double our goal. However, despite this extraordinary effort, we still could not reach the 85 percent level necessary to earn extra federal dollars. It is hard to imagine what else we can do with a secondary law for seat belt enforcement.

Two campaigns were conducted, including the National May Click It or Ticket event, and another at Thanksgiving, one of the busiest travel holidays. Almost 2,700 events occurred, including check points and saturation patrols. Almost 100,000 motorists were contacted; an unprecedented number equal to about a sixth of Vermont’s population, about 7,000 tickets were issued, including 1,000 seat belt violations, which clearly demonstrate the need for such campaigns.

Again, Vermont saw almost 100 percent participation for enforcement agencies. This is especially heartening in light of staffing shortages most departments face and the late funding from Congress. GHSP donated traffic safety equipment to those departments who dedicated resources to our campaigns, handing out hundreds of pieces of equipment such as radars and lasers. We know our programs could not be successful without the dedication of our law enforcement community.

PROGRAM OVERVIEW

We had enormous success with Click It or Ticket the first year, increasing our belt use, and have stuck with the proven formula of intensive media, public education and high visibility enforcement. But the discouraging news is that we cannot achieve, let alone maintain, an 85 percent belt use. In fact, the pre-campaign survey showed our belt use had slipped to 74 percent, our lowest rate in the last five years. Young, male pick up truck drivers continue to have the lowest use rates, particularly along the southern and eastern borders. These areas border states with the lowest belt use rates in the country. Our media initiatives target this audience. We buy space on channels such as ESPN and TBS that are typically watched by this audience. Although we have a secondary law, continuing to improve our rate is our
goal. But nationwide data indicates it will prove difficult to attain higher usage rates unless and until we become a standard enforcement state.

Our Highway Safety Youth Liaison, based at the Department of Education, promoted restraint use at all Vermont Teen Leadership schools. Each school conducts a seat belt use survey and conducts educational programs, using peer teaching techniques, with high school students taking the seat belt message to elementary and middle school-aged children. All of their highway safety messages include occupant protection measures.

Our child passenger safety program saw an increase in permanent fitting stations throughout the state, going from four to 14, with more ready to come on line. This means parents and child care providers don’t have to wait for car seat inspections that normally rotate in regions during the year. CPS technicians still held 25 inspections, set up in parking lots of partners all over Vermont, but the number of seats inspected at clinics was reduced by about 20 percent, thanks to the permanent stations.

CPS technicians saw almost 4,000 children in fiscal year 2005, and misuse rates dropped from 80.7 percent to 73.5 percent. More than 800 car seats were purchased and distributed at both inspections and fitting stations, including 11 “special needs” seats.

The TOTSEAT hotline received more than 800 calls, with about one-third of callers looking for help with low-cost purchases of car seats.

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

Filming a commercial promoting booster seats for big kids
PAID MEDIA REPORT

There are no changes from the issues raised last year; paid media funds in Vermont are scarce. Federal dollars fund the national Click It or Ticket campaign, and we saturate the airwaves in May. We ran four different television ads, and two different radio spots. Result, based on the post campaign survey, showed an 86.5 percent recognition rate, with the average Vermonter seeing or hearing the spot at least 7 times. The Click It or Ticket phrase could be the best known slogan in Vermont. No state funding was available for other campaigns. We purchased minimal time on Vermont’s four broadcast stations because of the expense, but hit cable hard. At least 450 spots ran for every campaign on Adelphia Cable, and hundreds more spots were added by the company as bonus. Recognition rates were obviously lower, but Vermont’s purchase, coupled with the national buy for You Drink & Drive, You Lose, resulted in an acceptable recognition rate of more than 40 percent. Earned media was harder to come by, since the campaigns are no longer “fresh.”

PROGRAM OVERVIEW

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

We still have sponsors helping with production of our television public service announcements, such as Barrett Trucking, AAA of Northern New England and State Farm Insurance. Our main cable network is Adelphia, which continues to be extremely supportive of our initiatives and continues to donate air time for our spots, including the new “Move Left” campaign. Clear Channel Radio has become the champion of highway safety messages on its six Vermont stations, donating about $2,000 a week in various PSAs! It is an unprecedented partnership for GHSP, and we can’t thank the stations enough for their support of our mission.

We will continue to explore further public/private partnerships. A new partnership this year resulted in the Vermont Network for Employers Traffic Safety spending money on an ad campaign with a message to businesses to make sure employees buckled up. While we know our programs are important, other equally important initiatives are clamoring for PSA time. We cannot rely solely on earned media or the PSA if we are going to be successful in effectively maintaining our record-breaking initiatives.
NOTEWORTHY PRACTICES

GHSP was the primary sponsor of the Vermont Voltage, and the Lady Voltage, the state’s only professional soccer teams. Team members attended highway safety events, including car seat inspections, signed autographs and promoted the Click It or Ticket message at every game. Team jerseys prominently featured the Click It or Ticket logo, and the team sold hundreds of replica jerseys at youth soccer camps across the state. Players and coaches emphasized the importance of buckling up at each soccer camp, attended by more than 1,500 Vermont youth. Soccer is the number one participation sport in Vermont for youth.

The Vermont Voltage received national attention as well. During ESPN’s 50 states in 50 days promotion, the network featured the Voltage, and players in jerseys were shown to a national audience. In addition, MTV has a program called “Made,” where a teenager attempts to become proficient in an activity. One of the shows featured a Bethel, VT teen that wanted to become a soccer player, and was guided in his attempt by Voltage coaches. The coaches wore the team jerseys, so again the Click It message reached a national audience of 70 million young viewers!

PROBLEM STATEMENT: Low seat belt use in rural areas of Vermont drags down the statewide average, and male pick up drivers predominately are found in Vermont’s more rural regions. Finding a way to target such drivers in a state that has limited media outlets is a challenge for GHSP.

OBJECTIVE: To increase seat belt use in the rural areas of the state.

STRATEGY: Reach young male pick up truck drivers through sporting venues. With only two professional sports teams in Vermont (we sponsored both to some extent) we had a limited selection. However, the Vermont Voltage was willing to promote our highway safety messages in all their venues, including games, printed materials, youth camps, web sites and media outlets. Players talked about the importance of staying healthy and taking
care of their bodies to stay athletically fit. This included staying safe traveling to games, wearing a seat belt for every trip.

**RESULTS:** Every home game had an attendance of more than 1,000 Vermonters who heard the Click It or Ticket message throughout the game. Two dozen youth soccer camps were held throughout the state, with the importance of wearing seat belts stressed at every camp. The team received national attention through two television networks – MTV and ESPN. By reaching a specific target audience with typically the lowest belt use rate, it was hoped that the statewide average rate could be increased as well. The commitment and dedication of the Vermont Voltage coaches and players, along with staff, cannot be praised enough.

By partnering with professional sports here in Vermont, we involve the community in highway safety initiatives, and better reach our target audience.

**Funding Source:** 157 Innovative CIOT grant

**Cost:** $20,000

**Contact:** Jeanne Johnson, Coordinator
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jejohnso@dps.state.vt.us

Vermont Voltage Youth Soccer Camp, where car seat safety and occupant protection were among the lessons learned by participants in rural portions of the state.
LOOKING TO THE FUTURE

The issues remain the same in Vermont; maintaining our impaired driving reductions and increasing seat belt use in spite of late funding and reduced staffing in enforcement agencies. The goal remained - to try to preserve the network of well-trained, enthusiastic workers in highway safety, individuals that would take years to replace if lost.

But if we had a perfect world, with sufficient funding, the following would all be accomplished in the near future:

* All law enforcement agencies fully equipped with state of the art traffic safety technology

* All law enforcement agencies fully trained in traffic safety initiatives and measures

* Police agencies have enough staffing to effectively perform traffic enforcement as standard procedure, rather than just during special details

* A strong educational component in every school, workplace and home with traffic safety messages and practices

* A dynamic media campaign that brings the message to where Vermonters live, work and travel

Significant challenges to be addressed:
Vermont had one of the best seat belt usage rates of any state in the nation with a secondary law. We’ve slipped in ranking however, as more states have passed primary laws, and are participating in CIOT. Until we are able to move to a primary law, increasing our use rate remains a challenge. Vermont also faces sanctions for lack of repeat offender laws concerning drinking and driving. While the Legislature did pass Act 117, adding resources for combating drinking and driving, taking further necessary steps have yet to happen. Finally, finding fresh ways to approach the media for support of our programs has proven difficult. The media is understandably jaded to the same old “wear your seat belt, don’t drink and drive.” In these times of international turmoil, bird flu disease and orange alerts, traditional messages can easily become overlooked.

Significant training, technical assistance, expertise and other resources necessary for success: Vermont faces the same problems as other states; tight budgets, lack of personnel, aging equipment. Our datamasters need replacing, our law enforcement agencies are understaffed and under-trained, and Congress, while it has passed a highway safety budget, has yet to commit funds. A bright spot is Vermont’s new Drug Recognition Expert program, with five officers already trained and certified, and willing to assist any agency with their expertise.

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

Fatality Trend

Fatality Rate

Fatality Rate /100 million VMT

Linear (Fatality Rate /100 million VMT)
Injury Trends

NOTE: The increase in injuries noted in 2002 in minor and possible injury categories is directly attributable to an increase in crash reports received upon the implementation of a new crash report and report process.

Fatal and Serious Injury Rate per 100M VMT

NOTE: The increase in injuries noted in 2002 in minor and possible injury categories is directly attributable to an increase in crash reports received upon the implementation of a new crash report and report process.
Fatality Rate/100K Population

Fatal and Serious Injury Rate / 100K Population