Executive-Level Traffic Records Coordinating Committee (ETRCC) Meeting Minutes

Date/Time	October 17, 2023, 10 to 11:00 am	
Chair	**Kerry Collins,** EOPSS Undersecretary for Forensic Science and Technology & ETRCC Chair	
Participants	**Joseph Amoroso,** RIDOT **Lt. Eric Bernstein – VM,** Alternate, MA State Police **Brook Chipman,** OGR/Highway Safety **Kerry Collins - VM,** EOPSS and ETRCC Chair **Kelley Cunningham – VM,** MDPH/Bureau of Community Health and Prevention **Donna DaVeiga,** MassDOT/Registry of Motor Vehicles **Joe Demers,** Department of Criminal Justice Information Services **Debra Eaton,** MassDOT/Merit Rating Board **Bob Frey – VM,** Alternate, MassDOT/Office of Transportation Planning **John Fabiano,** OGR/Highway Safety **Jamie Gagnon - VM,** Department of Criminal Justice Information Services **Eric Gemperline – VM,** Alternate, Central MA Planning Commission **Kristen Johnson – VM,** Alternate, MassDOT/Traffic Safety Section	**Jeanne Hathaway,** MDPH/Bureau of Community Health and Prevention **Susan Lewis - VM,** MDPH/Bureau of Health Care Safety and Quality/OEMS **Sacoy Malone** **Jim Morton – VM,** Administrative Office of the Trial Court **Arielle Mullaney,** EOPSS Assistant General Counsel **Charlene Oakley,** NHTSA Region I **Karen Perduyn – VM,** Alternate, MassDOT/Registry of Motor Vehicles **Mike Pezzullo,** FHWA **Max Rasbold-Gabbard,** MDPH **Samatha Riley,** MDPH/Bureau of Community Health and Prevention **Barbara Rizzuti,** NHTSA Region I **Sonja Singleton – VM,** MassDOT/Merit Rating Board **Bob Smith – VM,** OGR/Highway Safety **Kevin Stanton,** OGR **Jake Viola - VM,** EOTSS **Deputy Superintendent Christopher Walsh,** Boston Police VM = Voting Member
Location	Teams Meeting	

1. Welcome and Introductions (Kerry Collins)

Kerry Collins, EOPSS Undersecretary for Forensic Science and Technology and ETRCC Chair, welcomed participants and reminded them this was a virtual meeting being held in compliance with the Massachusetts Open Meeting Law requirements.

Kerry introduced Bob Smith as the new Highway Safety Division Manager for the Office of Grants & Research (OGR) who will serve as the OGR- Highway Safety Division representative on the committee.

Kerry conducted a roll call to determine how many ETRCC members were on the call and to identify alternates present. A quorum was confirmed (12 out of 15 voting ETRCC members or alternates were on the call, more than the eight necessary). Jim Morton then joined the call bringing the number of members to 13.

2. Review and vote on draft of 6/6/2023 ETRCC Meeting Minutes (Kerry)

Kerry noted the draft minutes for the ETRCC's 6/6/23 meeting had been circulated to the membership for review before the meeting. She asked if anyone had requested edits, then provided a final opportunity for review. A typo in a committee member's name was noted. Given no member requested a further change, Kerry indicated the minutes were unanimously adopted.

3. Office of Grants & Research-led update of the NHTSA Traffic Records Self-Assessment Tool for Massachusetts and highlights of up-coming FFY 24 405c Availability of Grant Funds (Brook Chipman)

Brook Chipman said the process had finished to update the NHTSA Traffic Records Self-Assessment Tool for Massachusetts. He said OGR appreciated the assistance received from the data systems points of contact and other stakeholders. After he input all the updates into the assessment tool, the tool generated new, broad recommendations for improving our traffic records systems. Only one notable change occurred in the recommendations from the last assessment with the addition of this one: *Strengthen the TRCC's abilities for strategic planning that reflect best practices identified in NHTSA's Traffic Records Program Assessment Advisory.* Brook will circulate soon to the Executive-level TRCC members and those who receive his Traffic Records Update emails a summary on the new assessment contents and the recent process to update the tool.

The updated assessment is now available on OGR's traffic records web page. Brook added the recommendations in the updated assessment will be included in future Availability of Grant Funds (AGF) that OGR issues to make 405c funding available for traffic records projects.

OGR is working to finalize its next AGF for 405c funding. With the meeting materials issued earlier this month for this meeting there was a document that provided highlights of this AGF. There are no major changes from prior AGFs. OGR still expects to release this AGF in early November. Brook said now is a good time for all those interested in securing 405c funding for traffic records project to prepare, by reviewing the updated assessment tool and the FFY 24 Massachusetts Strategic Plan for Traffic Records Improvements. Both are on OGR's web page.

Brook asked if there were any questions on his presentation. None were posed.

4. ***Presentations on recent and current 405c projects (Brook and presenters)***

- **BPD,** *e-Citation Transition Project,* **Deputy Superintendent Christopher Walsh**

  Deputy Walsh said the project had installed printers in 324 vehicles and 45 motorcycles by the end of the grant period in September, enabling Boston PD to now use MACCS to report citation data. DCJIS did a MACCS training for Boston PD personnel. There was also an online training developed by Boston PD. He added that Boston PD and its vendor Mark43 continue to work on having its 405c-funded crash reporting application have a successful connection to RMV. He said the vendor had made a top-level commitment to have in place a successful connection by January 1, including for new Vulnerable User data.

- **MRB,** *Accessible Citation Data Project - Phase II,* **Sonja Singleton, and Debra Eaton**

  Sonja said the project was not able to be completed by the end of the grant period in September. The new citation data portal is about 70% complete. Work will need to continue to ensure the quality of the 10-year data set drawn from ATLAS being used in the test site, enabling smooth access to the test site, and complying with the Family Mobility Act.

  Jim Morton asked if the courts need to be aware of anything regarding their interface with the new portal. Sonja said no but will double-check and get back to Jim if necessary.

- **RMV,** *Inclusion of Vulnerable Users in Crash Reporting to RMV Project,* **Karen Perduyn and Donna DaVeiga** See related PP presentation.

  Donna said there are only three police departments still using paper crash reporting. Example of a remaining challenge to full e-reporting is Worcester PD still working to secure a new records management system (RMS) vendor. RMV will be able to accept paper crash reporting with the new Vulnerable User (VU) data starting in November. Training and communications on VU matters with

law enforcement and RMS vendors is going well. There has been good coordination with MPTC to ensure new officer training at academies reflects new VU data needs. Mass Chiefs of Police helping to keep local departments updated with RMV-provided monthly updates.

- **DCJIS,** *Motor Vehicle Automated Crash and Citation System Project,* **Joe Demers** See related PP presentation.

  Sonja Singleton asked what the most recent reason was for some local police departments still not joining MACCS. Joe said return of services still needs to be addressed for two RMS vendors, QED and Mark43, used by some of the local police departments still not participating in MACCS. Once this is done more of the 42 departments holding back or not interested will likely want to join MACCS. John Fabiano of OGR/Highway Safety said OGR shouldn't award highway safety grants to those departments not participating in MACCS.

- **MDPH,** *Crash-related Injury Surveillance System: Data Quality Assessment and Analysis Project,* **JEANNE HATHAWAY** See related PP presentation.

  Jeanne provided a presentation on one of the deliverables from this project. It was entitled *Assessment of the Quality of the Alcohol and Drug Fields in Crash Data.* The assessment found that all the alcohol and drug fields in the crash reports for drivers and non-motorists in 2018-2019 crash data had high percentages of missing or invalid responses. This ranged from a low of 37% missing or invalid responses for the "Suspected Alcohol Use" and "Suspected Drug Use" fields to a high of 93% missing or invalid responses for the "Type of Test" field. Donna DaVeiga offered her assistance to work with MPTC and the Mass Chiefs to address low or poor-quality reporting in these fields by local departments.

  Jeanne asked Brook Chipman to send out the slide deck for the full presentation on this deliverable. He will send it out with his next Traffic Records Update.

5. ***Unforeseen business/upcoming event announcements/next meeting: February 6, 2024 (Kerry)***

Kerry asked if anyone had any unforeseen item to share with the group. Nothing was offered. She said the ETRCC's next meeting would be on February 6, 2024.

6. Adjournment

Kerry asked the group if they supported adjourning the meeting. As no objections were raised, Kerry said the meeting was adjourned.

Massachusetts
Executive-level Traffic Records Coordinating Committee (ETRCC)
Virtual Meeting

10 to 11 am – October 17, 2023

Microsoft Teams meeting
Click here to join the meeting
Meeting ID: 284 170 151 44, Passcode: FKunwD
Download Teams | Join on the web
Or call in (audio only): +1 857-327-9245, 3428579#
Phone Conference ID: 342 857 9#
Find a local number | Reset PIN

AGENDA

1. Introductions (Kerry Collins)
2. Review and vote on draft June 6, 2023 ETRCC meeting minutes (Kerry)
3. Office of Grants & Research-led update of the NHTSA Traffic Records Self-Assessment Tool for Massachusetts and highlights of up-coming FFY 24 405c Availability of Grant Funds (Brook Chipman)
4. Presentations on recent and current 405c projects (Brook and presenters)
5. Unforeseen business/upcoming event announcements/next meeting: February 6, 2024 (Kerry)
6. Adjourn (Kerry)

To obtain auxiliary aids, services, or accessibility information for this meeting, contact Mr. Brook Chipman at 781-535-0060 or brook.chipman@mass.gov.

Highlights of
Office of Grants and Research's
Availability of Grant Funds (AGF)
for FFY 2024 405(c) funding

- This competitive AGF will make multiple grant awards totaling up to $1 million.
- AGF release is expected in early November 2023.
- AGF responses are anticipated to be due electronically in early January 2024.
- Will follow review process like one used with recent AGFs: a review committee with two OGR staff members and at least one outside reviewer (anticipate outside reviewer(s) will be from TRCC membership, but their entity can't have project under consideration), then ETRCC review/vote (scheduled for February 6, 2024).
- No Executive-level TRCC member with a project under consideration may vote during the committee's project selection step.
- Projects funded through this AGF are expected to start in early March 2024 and finish by September 30, 2024. Projects approved for a longer award duration will receive a continuation contract/ISA prior to September 30, 2024, with an anticipated start date of October 1, 2024. No project will be approved to run past September 15, 2025.
- OGR expects all entities receiving awards through this AGF process and entering into grant agreements to begin grant-funded services within 90 days of funding access (unless a later service start date is noted in the timeline and task plan of the agreement). Failure to do so may result in termination of the grant award.
- Applicants with current Section 405(c) grant awards cannot receive new 405(c) grant awards until their first awarded funds are 30% or more spent down in the state accounting system or committed (i.e. in a purchase order) at the time of application. Such applicants should consult with OGR prior to applying.
- AGF respondents must show in their applications how they would provide a minimum 20% state-funded match based on the proposed total project cost. (For example, if the total project is $100,000, OGR will provide up to $80,000, and a subrecipient must provide at least a $20,000 match). There is **no** match requirement for projects from applicants under the Executive Office of Public Safety and Security (EOPSS).

ETRCC

The Vulnerable Users (VU) Law project "An Act to Reduce Traffic Fatalities"

An Update of the Changes to the Commonwealth of Massachusetts Motor Vehicle Crash Police Report

Summary of the Vulnerable User Law (H 5103)

- **H 5103 - "An Act to Reduce Traffic Fatalities"** was enacted by Governor Baker on January 2, 2023, to be implemented by January 1, 2024.
- The law aimed at reducing fatalities and injuries for all Vulnerable Users of our roads.
- The law requires law enforcement to collect additional data for motor vehicle crashes that involve a vulnerable user and to make that data available to the public.
- The law provided a new definition.
- A Vulnerable User (VU) is defined as:
  - (1) A pedestrian, including a person engaged in work upon a way or upon utility facilities along a way or engaged in the provision of emergency services within the way;
  - (2) A person operating a bicycle, handcycle, tricycle, skateboard, roller skates, in-line skates, non-motorized scooter, wheelchair, electric personal assistive mobility device, horse, horse-drawn carriage, motorized bicycle, motorized scooter, or other micro-mobility device, or a farm tractor or similar vehicle designed primarily for farm use.
- The data will be studied to improve the safety of our roads.

The requirements of the law can be found in Section 7 and Section 14 of Chapter 358 "An Act to Reduce Traffic Fatalities".

Summary of the Approach to Being Compliant

The RMV, in collaboration with Massachusetts Department of Transportation (MassDOT), Department of Public Health (DPH) and Executive Office of Public Safety and Security (EOPSS) have developed the following approach.

- A new section, referred to as the VU Section, has been added to the Police Crash Report for law enforcement to use to collect additional data when a motor vehicle crash involves a "Vulnerable User".
- The VU section will contain Vulnerable User data fields, some of the data fields mirror those in the existing vehicle section but for Vulnerable Users.
- When the officer identifies that a Vulnerable User has been involved in the crash on the Crash Police Report, the officer is directed to complete the Vulnerable User section to enter the data.
- The Vulnerable User section provides multiple VU segments. Each Vulnerable User in the crash needs to have a segment completed for them.
- In review, it was necessary to add other modifications to the existing Crash Police Report data fields and attributes to enhance reporting for the Vulnerable Users involved in a crash.

Status of the Vulnerable User Law Implementation

The Crash System

- The Crash System is expected to go live in early November. At that time, the system will be enabled to accept the existing Crash Police Report and the new VU version to accommodate the LEAs as they begin the process of reporting the VU data.
- The RMV Crash team has been meeting for several months with the RMS Vendors to work with their teams to update the applications that are used throughout the state by the LEAs.
- It is understood that some of the LEAs will not have their updated applications completed for the 1/1/2024 date. The Crash team will continue to work with their teams to assure their applications are updated properly to allow for the collection and transmission of the VU data.
- Initial technical testing with the LEAs and RMS Vendors is slated to begin in November.

Status of the Vulnerable User Law Implementation

Training and Communications

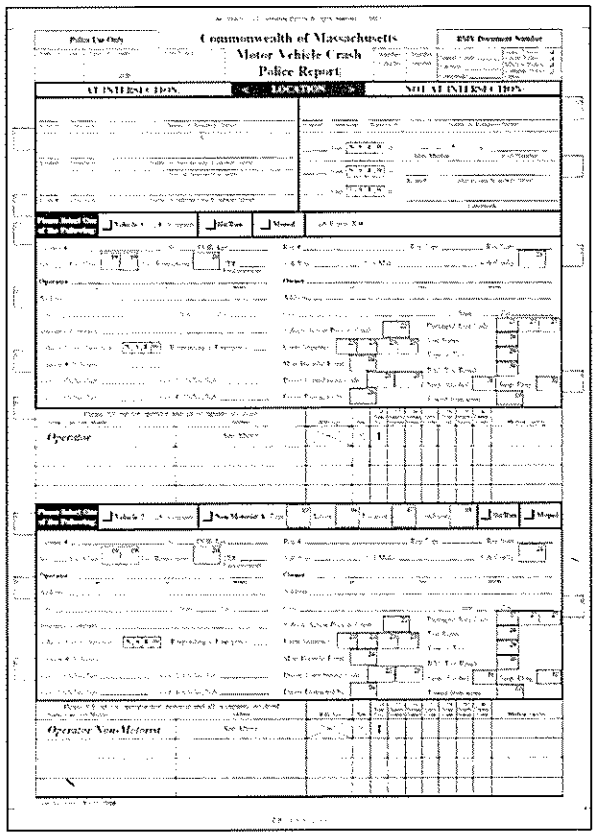
- The Crash Police Report Books (CR65) have been revised and printed. The RMV has received the books, and they are being housed in the warehouse.
- The process for distributing the books to Academies and Police Departments is underway.
- The Crash books and training materials have been sent to those LEA's who are submitting paper.
- The MPTC Academy's training materials have been developed and shared for New Recruit Crash Training curriculum.
- The LEA training materials have been developed and will be distributed as LEA training is scheduled.
- The Crash team has been updating and confirming the LEA/RMS Vendor list.
- Developed tracking system to coordinate LEA go live and training
- Monthly communications have been ongoing to the key stakeholders of the changes taking place including the timeline for the implementation.
  - Massachusetts State Police/Law Enforcement Agencies
  - Municipal Police Training Committees
  - RMS Vendors
  - Advocacy Groups

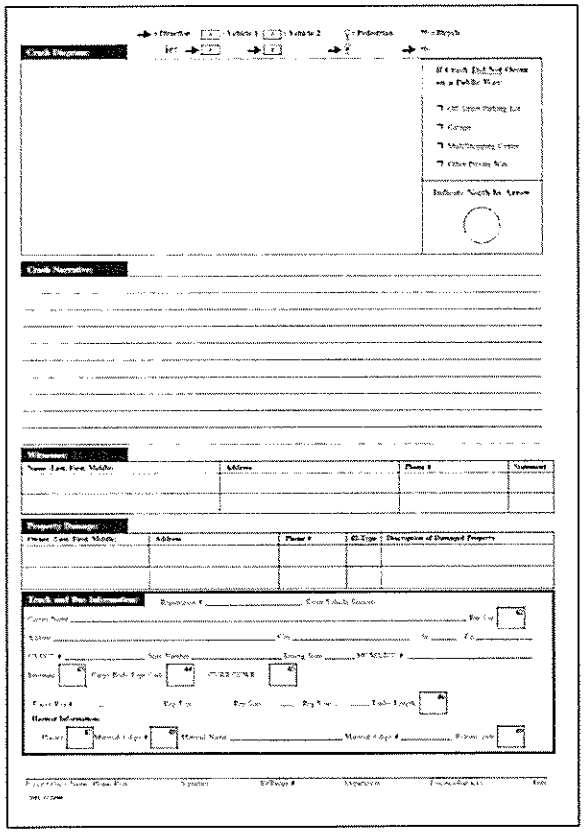
Next Steps for the Vulnerable User Law Implementation

- The Crash System is expected to go live in early November. At that time, the system will be enabled to accept the existing Crash Police Report and the new VU version to accommodate the LEAs as they begin the process of reporting the VU data.
- The RMV Crash team has been meeting for several months with the RMS Vendors to work with their teams to update the applications that are used throughout the state by the LEAs.
- It is understood that some of the LEAs will not have their updated applications completed for the 1/1/2024 date. The Crash team will continue to work with their teams to assure their applications are updated properly to allow for the collection and transmission of the VU data.
- Initial technical testing with the LEAs and RMS Vendors is slated to begin in November.
- The Crash team will coordinate training for LEA's as they update their RMS software to go live.
- Monthly communications to key stakeholders and LEA's will continue throughout the project.
- The Crash team will develop training material for MPTC In-Service classes scheduled for 2024.

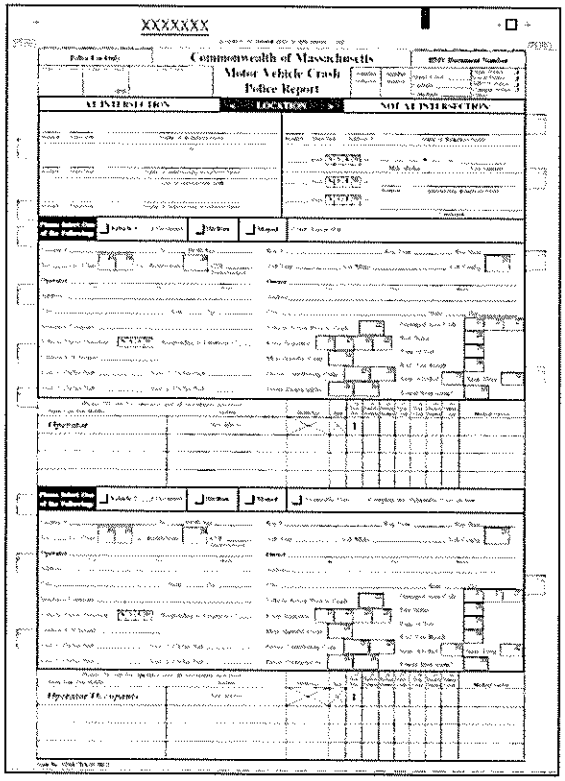
Appendix

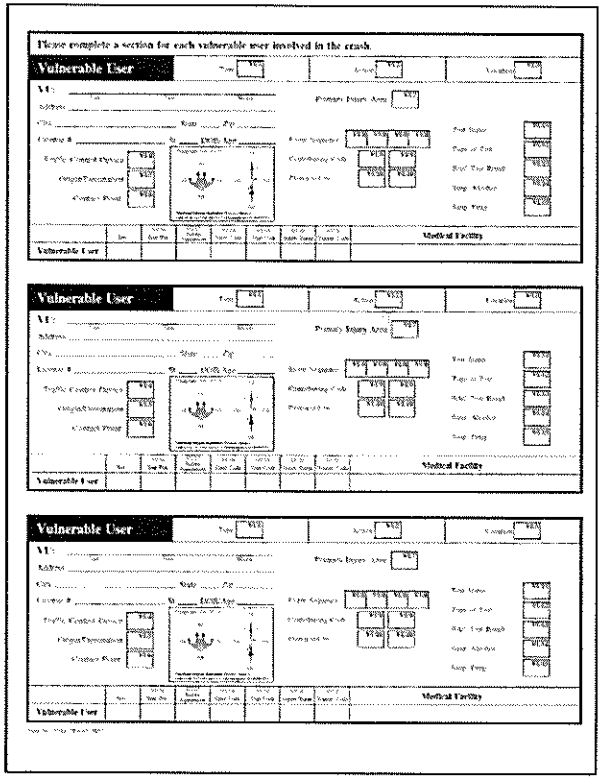
The Existing Crash Police Report

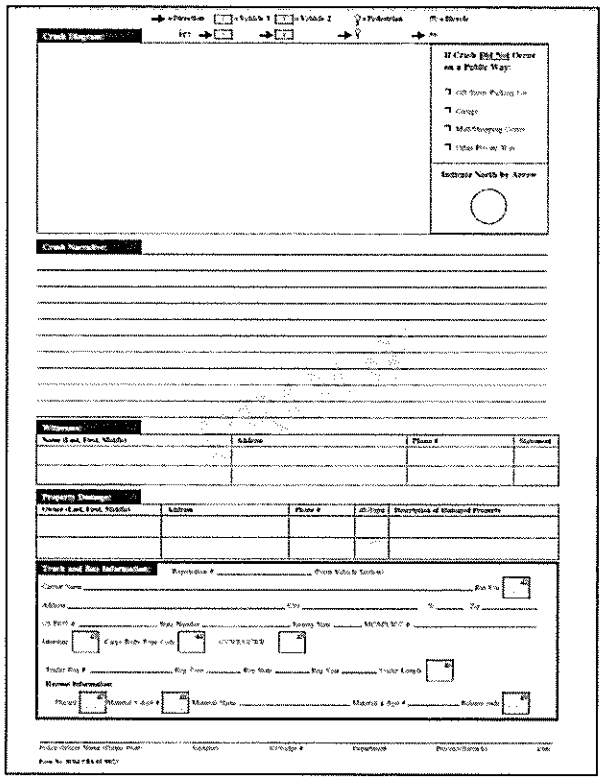




The Modified Crash Police Report

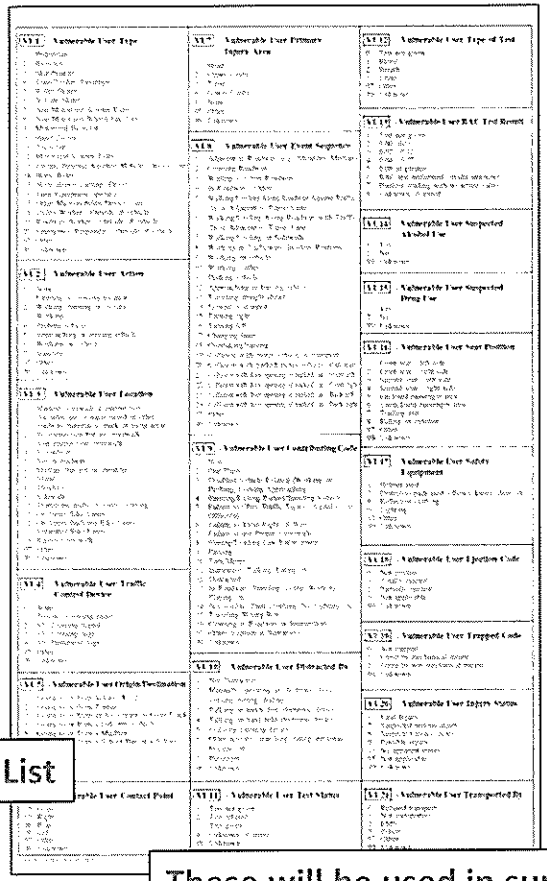




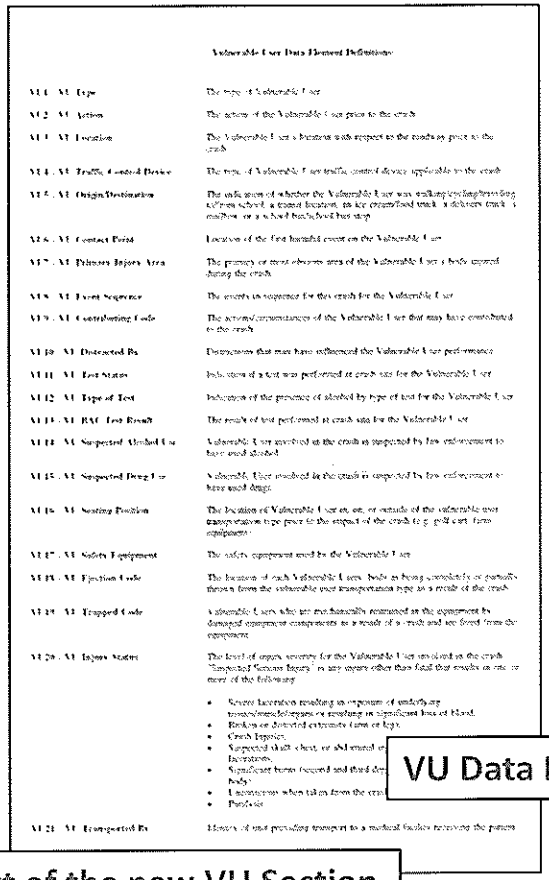


massDOT

The Vulnerable User Attributes and Element Definitions



VU Attributes List



Vulnerable User Data Element Definitions

VU Data Elements Definitions

These will be used in support of the new VU Section

MOTOR VEHICLE AUTOMATED CITATION AND CRASH SYSTEM (MACCS)

State and Local Law Enforcement Agency grant program

Jamison R. Gagnon
Commissioner

Michaela Dunne
Deputy Commissioner

Joseph Demers
MACCS Coordinator

Commonwealth of Massachusetts
Executive Office of Public Safety and Security
Department of Criminal Justice Information Services
"Enhancing Public Safety Through Information Exchange"

1

Progress

COMPLETED DEPARTMENTS:	282*
LIVE ON MACCS - NON-GRANT SUPPORTED	7
PENDING TRAINING:	8
PENDING INSTALLATION:	11
PENDING AWARD NOTIFICATION:	0
HAVE NOT APPLIED:	36
NOT INTERESTED:	6

*includes colleges/universities

2

2

Progress

Year	Installations
2017	3
2018	33
2019	13
2020	70
2021	78
2022	46
2023	45

What's Next?

- Installations continue
- 11 departments remain for installation of their first grant
- 25 departments additional grant funded printers to fully outfit their fleets
- 2 new departments – Bellingham PD and Revere PD

4

4

What's Next? (cont.)

- Enhancements
  - Submitted to xFact for review after meetings with all stakeholders interested in providing feedback (MSP, municipal departments, etc.)
- Key development:
  - Records Management Vendors Mark43 and QED are being onboarded to "return of service" (data backfill)

Moving Forward

- Outreach to remaining large cities/towns

Alford PD	Rockland PD	North Attleboro PD	South Hadley PD
Amherst PD	Hancock PD	Palmer PD	Sutton PD
Brockton PD	Hanover PD	Plympton PD	Tyringham PD
Charlemont PD	Hawley PD	Quincy PD	Wakefield PD
Chatham PD	Heath PD	Rehoboth PD	Washington PD
Chilmark PD	Lynnfield PD	Rowe PD	Westhampton PD
Clarksburg PD	Marblehead PD	Royalston PD	Williamstown PD
Clinton PD	Marshfield PD	Savoy PD	Winchester PD
Florida PD	Middleborough PD	Springfield PD	Worcester PD
Freetown PD	New Ashford PD	Stoneham PD	
Gosnold PD	North Andover PD	Stoughton PD	

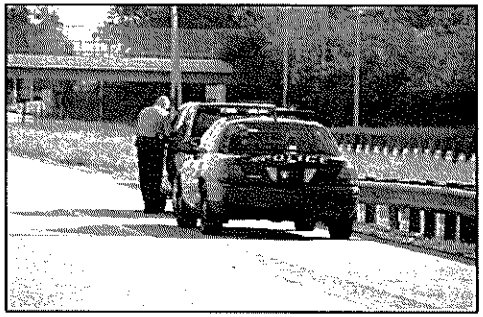
Thank you for your continued support!

7

Massachusetts Department of Public Health

Assessment of the Quality of the Alcohol and Drug Fields in Crash Data

Findings from the MA Crash-Related Injury Surveillance System



Executive-Level Traffic Records Coordinating Committee

Oct. 17th, 2023

Analysis by the Injury Surveillance Program, Office of Statistics and Evaluation,
Bureau of Community Health and Prevention, MA Department of Public Health

Acknowledgments: This work was supported by National Highway Transportation Safety Administration (NHTSA) FFY 2023 State Traffic Safety Information System Improvements 405c funds.

Alcohol and Drug Fields

The crash report includes six fields related to alcohol or drug use by drivers:

- Suspected Alcohol Use
- Suspected Drug Use
- Test Status
- Type of Test
- Blood Alcohol Concentration (BAC) Test Result
- Violation codes[1] (free text field)

The crash report includes one field related to alcohol or drug use by non-motorists:

- Non-motorist Condition Code[2]

1. Up to 8 violation codes may be entered.
2. This field includes multiple options, including "under the influence of alcohol/drugs/med."

Methods - Data Used

To assess the *completeness* and *internal consistency* of the alcohol and drug fields:

- Used 2018 – 2019 unlinked crash data
- N = 324,106 drivers[1] and 10,555 non-motorists[2]

To assess the *accuracy* and *uniformity* of the alcohol and drug fields:

- Used FFY2018 – FFY2019 MA CRISS data, specifically linked crash and hospital discharge data[3,4]
- N = 2,828 drivers and 545 non-motorists

1. Drivers included car/truck drivers and motorcycle operators.
2. Non-motorists included pedestrians and cyclists.
3. Data sources: Crash Data System, MA Registry of Motor Vehicles; Hospital Inpatient Discharge Data, Center for Health Information and Analysis
4. MA CRISS data does not include all crashes involving injuries. Crash records may not link to a hospital record for many reasons, including if police were not involved in the crash, the crash occurred out-of-state, the person was transported to an out-of-state hospital, or missing or inaccurate data prevented data linkage.

Discussion – Completion, Internal Consistency, and Uniformity[1]

We identified clear gaps in the completion, internal consistency, and uniformity of the alcohol and drug fields in the crash records of drivers and non-motorists. Some possible reasons for this are:

- Law enforcement officers (LEOs) may not think they need to complete additional alcohol/drug use fields if they document "no" for suspected alcohol and suspected drug use
- LEOs may be concerned about liability related to completion of the alcohol/drug fields[2]
- Lack of clarity about how the alcohol/drug fields should be completed
- Technical or logistical barriers in completing these fields

1. Results from the assessment of internal consistency and uniformity were not included in this presentation for the sake of brevity but are included in the full version of this presentation.
2. Personal communication from UMassSafe, 4/4/23

Recommendations

To improve the completeness, internal consistency, and uniformity of the alcohol and drug fields in crash data, we recommend that the Registry of Motor Vehicles (RMV):

1. Convene a task force with representatives from state and local law enforcement, the RMV Law Enforcement Liaison, RMV crash data managers, DPH, the judiciary, and other key traffic safety partners to identify barriers to accurate completion of the alcohol and drug fields in the records of drivers and non-motorists and potential solutions.

2. Work with crash record management system (RMS) vendors to add validation and autocomplete processes to improve the completeness and internal consistency of the alcohol and drug fields in the records of drivers and non-motorists.

Recommendations (cont.)

To improve the completeness, internal consistency, and uniformity of the alcohol and drug fields in crash data:

3. We recommend that the MA Chiefs of Police, the Municipal Police Training Committee (MPTC), and the RMV Law Enforcement Liaison highlight the importance of documenting full violation codes in law enforcement trainings and let law enforcement officers know that such documentation improves the ability of traffic safety partners to assess the role of impaired driving in crash-related injuries and inform impaired driving interventions.

Discussion - Accuracy

These findings suggest that crash data may underestimate the prevalence of substance use in many drivers and non-motorists hospitalized due to crash-related injuries.

Accuracy of reporting on alcohol or drug-impaired drivers by law enforcement is crucial to understanding the prevalence of impaired driving in MA, which contributes to approximately one in three traffic fatalities in the state.[1]

Identification of alcohol/drug use in non-motorists is also critical, as substance use is a modifiable risk factor and appears to contribute to one in five hospitalizations of non-motorists for crash-related injuries.[2]

1. Traffic Safety Facts: Alcohol-Impaired Driving, 2020 Data. DOT HS 813 294.
2. Alcohol and Drug Intoxication in Pedestrians Hospitalized for Motor Vehicle Crash Injuries, Massachusetts, 2012-2015

Discussion – Accuracy (cont.)

It appears more difficult for law enforcement to identify drug use than alcohol use. There is an urgent need to improve the identification of drug-impaired drivers given:

- The increase in drug use identified in fatally and seriously injured drivers since the COVID-19 pandemic[1]
- Lack of technologies to measure drug levels at the roadside[2]
- Legal barriers to law enforcement obtaining blood tests[3]
- Testimony by Drug Recognition Experts not being allowed or challenged in court[3]

1. National Highway Transportation Safety Administration: ***Drug and Alcohol Prevalence in Seriously and Fatally Injured Road Users Before and During the COVID-19 Public Health Emergency*, 2020,** DOT HS 813 013.
2. Personal communication with EOPSS Office of Grants and Research staff, 4/10/23.
3. Commonwealth vs. Moreau, 490 Mass. 387 (Supreme Judicial Court of Massachusetts 2022).

Recommendations (cont.)

To improve the accuracy of the alcohol and drug fields in crash data:

4. We recommend that the RMV convene a committee with representatives from state and local law enforcement and the health care community to identify barriers to effective and timely administration of toxicological screenings, including blood and urine tests, and the use of the results of such tests in the citation of motorists for alcohol and drug-impaired driving.

5. As proposed in the MA 2023 Strategic Highway Safety Plan, we recommend that MA pursue research to identify new technologies to identify drug use and impairment at the roadside.

Transportation Safety Team
Massachusetts Department of Public Health

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Massachusetts Department of Public Health

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