

# TRIENNIAL HIGHWAY SAFETY PLAN



DATE CREATED

2023



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# COMMONLY USED ABBREVIATIONS

<b>3HSP</b>	Triennial Highway Safety Plan	<b>OTT</b>	Over the Top Television
<b>ARIDE</b>	Advanced Roadside Impaired Driving Education	<b>PIO</b>	Public Information Officer
<b>BAC</b>	Blood Alcohol Concentration	<b>POST</b>	Police Officer Standards and Training
<b>BIL</b>	Bipartisan Infrastructure Law	<b>PT</b>	Police Traffic Services
<b>CDC</b>	Centers for Disease Control	<b>RADAR</b>	Radio Detection and Ranging
<b>CEU</b>	Continuing Education Unit	<b>SADD</b>	Students Against Destructive Decisions
<b>CPS</b>	Child Passenger Safety	<b>SFST</b>	Standardized Field Sobriety Training
<b>CPST</b>	Child Passenger Safety Technician	<b>SHSP</b>	State Highway Strategic Plan
<b>DMV</b>	Department of Motor Vehicle	<b>SVI</b>	Social Vulnerability Index
<b>DOSCI</b>	Drivers Orientation Screen for Cognitive Impairment	<b>TBI</b>	Tennessee Bureau of Investigation
<b>DRE</b>	Drug Recognition Expert	<b>TCPSC</b>	Tennessee Child Passenger Safety Center
<b>DUI</b>	Driving Under the Influence	<b>TDOH</b>	Tennessee Department of Health
<b>EMS</b>	Emergency Medical Services	<b>TDOSHS</b>	Tennessee Department of Safety and Homeland Security
<b>FARS</b>	Fatality Analysis Reporting System	<b>TDOT</b>	Tennessee Department of Transportation
<b>FAST</b>	Fixing America's Surface Transportation	<b>TRIMS</b>	Tennessee Roadway Information Management System
<b>FFY</b>	Federal Fiscal Year	<b>THP</b>	Tennessee Highway Patrol
<b>FHWA</b>	Federal Highway Safety Administration	<b>THSO</b>	Tennessee Highway Safety Office
<b>GDL</b>	Graduated Driver Licensing	<b>TITAN</b>	Tennessee Integrated Traffic Analysis Network
<b>HSP</b>	Highway Safety Plan	<b>TN DAGC</b>	Tennessee District Attorney Generals Conference
<b>HVE</b>	High Visibility Enforcement	<b>TRCC</b>	Tennessee Traffic Records Coordinating Committee
<b>IDAC</b>	Impaired Driving Advisory Council	<b>TSRP</b>	Traffic Safety Resource Prosecutors
<b>JOL</b>	Judicial Outreach Liaison	<b>TTU</b>	Tennessee Technological University
<b>LEADS</b>	Law Enforcement Aging Driver Specialist	<b>TZD</b>	Toward Zero Deaths
<b>LEL</b>	Law Enforcement Liaison	<b>VMT</b>	Vehicle Miles Traveled
<b>LIDAR</b>	Light Imaging Detection and Ranging	<b>YO</b>	Years Old
<b>MADD</b>	Mothers Against Drunk Driving	<b>YTD</b>	Year to Date
<b>MMUCC</b>	Model Minimum Uniform Crash Criteria		
<b>NDCF</b>	National Digital Check Form		
<b>NHTSA</b>	National Highway Traffic Safety Administration		
<b>OPC</b>	Occupant Protection Coalition		
<b>OOH</b>	Out of Home		

# HIGHWAY SAFETY PLANNING PROCESS

## DATA SOURCES AND PROCESSES

The Tennessee Highway Safety Office's (THSO) strategic planning process is a precise, data-driven effort consisting of problem identification, project selection, and program evaluation. The office strives for higher standards as planners, managers, and evaluators, emphasizing accountability as we continue implementing our strategy for allocating federal highway funds to state and local agencies.

These processes are utilized to determine Tennessee's traffic safety problems, goals, and program/project/activity emphasis.

## PROCESS PARTICIPANTS

Several committees and stakeholders are involved in the highway safety planning process. Tennessee receives input from its Traffic Records Coordinating Committee (TRCC), Occupant Protect Coalition (OPC), Bicycle/Pedestrian Safety Committee, and the Impaired Driving Advisory Council (IDAC). An example of this can be seen when looking at the composition of the IDAC:

- AAA (Communication)
- Administrative Office of the Courts (Adjudication)
- District Attorneys General Conference (Prosecution)
- Federal Highway Administration, Tennessee Division (Data and Traffic Records)
- Hamilton County/Chattanooga Division IV General Sessions (Adjudication)
- Judicial Outreach Liaison, The University of Tennessee, Knoxville (Adjudication)
- Local Law Enforcement Agencies (Enforcement)
- Metropolitan Government of Nashville Davidson County (Probation and Parole)
- Research, Planning, & Development/TITAN, Tennessee Department of Safety & Homeland Security (Data and Traffic Records)
- Tennessee Association of Chiefs of Police (Law Enforcement)
- Tennessee Bureau of Investigation (Criminal Justice System, Data and Traffic Records)

- Tennessee Department of Correction (Corrections, Probation, and Parole)
- Tennessee Department of Health (Public Health)
- Tennessee Department of Mental Health and Substance Abuse Services (Treatment and Rehabilitation)
- Tennessee Department of Safety and Homeland Security (Communications and Public Relations)
- Tennessee Department of Safety and Homeland Security (Driver Licensing)
- Tennessee Department of Safety & Homeland Security (Ignition Interlock)

## DESCRIPTION OF HIGHWAY SAFETY PROBLEMS

According to the U.S. Census Bureau, “Tennessee has a land area of 41,227.1 square miles and a water area of 905.9 square miles. It is the 34th largest state by area.” Eight states border Tennessee:

- Mississippi
- Georgia
- North Carolina
- Kentucky
- Missouri
- Virginia
- Alabama
- Arkansas

Within the 41,227 square miles, the state has 1,201 miles of interstates and a total highway mileage of 96,187 (TDOT, 2023). As of the 2020 Census, Tennessee has a population of 6,910,840 and is constantly growing.

The THSO and the National Highway Traffic Safety Administration (NHTSA) Regional Program Manager will review data to determine the high-priority areas that will be addressed with Section 402 and Section 405 funding throughout Federal Fiscal Year (FFY) 2024, 2025, and 2026.

To start the fiscal year throughout the lifespan of the Triennial Highway Safety Plan (3HSP), the THSO will inform potential grantees that identifying any data-driven highway safety problem would garner a higher priority, but the following are characterized as high-priority areas. These include:

- Low rate of seat belt usage,
- Low rate of child passenger safety restraint usage,
- High rate of crashes with impaired as a contributing factor,
- High rate of crashes, with speeding as a contributing factor,
- High rate of crashes involving drivers under 20 years old,
- High rate of crashes involving an aggressive driver,

- High rate of crashes involving a pedestrian or bicyclist,
- High rate of crashes involving an older driver, and
- High rate of crashes resulting in serious injuries or fatalities

The specific highway safety problems that subgrantees address must be data-driven. They must identify an intervention focusing on traffic safety problems that are statistically over-represented.

To assist, agencies can request comparative analyses through the Tennessee Integrated Traffic Analysis Network (TITAN) crash analysis system maintained by the Tennessee Department of Safety & Homeland Security (TDOSHS). A dashboard was created by TITAN to assist city and county agencies within the state to narrow down to the city or county level on high-priority areas. The public-facing dashboard can be found linked to the application as well as on the THSO website ([www.TNTrafficSafety.org](http://www.TNTrafficSafety.org))

It is essential to determine the cause of injuries or fatal crashes; therefore, subgrantees are encouraged to carefully review the crash data and examine problems within their community to unmask the root causes for over-representation in the data-defined problem area. Both short and long-term performance goals evolve from the problem-identification process. Identified emphasis areas are selected from this process and reviewed to ensure they are consistent with NHTSA's guidelines and emphasis areas.

## **METHODS FOR PROJECT SELECTION**

The problem identification selection will begin with reviewing the state's performance, utilizing the last five years of trend data. The THSO will also use Ashtoware Software to determine the areas of crashes in recent years with a high social vulnerability index (SVI) to ensure that underrepresented populations are taken into account with grant funding. Next, the THSO will use data from the TDOSHS Research, Planning, and Development Division and subgrantees' annual reports to give management staff an understanding of the highway safety problems within Tennessee and identify effective programs and strategies previously utilized. Finally, management staff will convene to determine funding priorities, both programmatic and geographic, and develop a plan for project development for the current fiscal year.

Coordination with the 2020-2024 Strategic Highway Safety Plan (SHSP) will be another critical consideration. Tennessee's SHSP was developed in consultation with federal, state, local, and private sector safety stakeholders using a data-driven, multidisciplinary approach involving engineering, education, enforcement, and emergency response. In addition, management will review the plan's statewide goals, objectives, and emphasis areas.

Announcements regarding the opening of the THSO grant application period will be sent (mailed and emailed) to potential state and local subgrantees, including all police chiefs and sheriffs. An example is provided at the end of this section. A notification will also be posted on the

THSO's website, TNTrafficSafety, and its social media sites: Facebook and Twitter. The following characteristics are considered to be necessary as part of the grant application process:

- Interventions that focus on reducing injury crashes;
- Problem-identification procedures that are data-driven and that thoroughly document a local crash injury problem;
- Data collection systems that ensure high-quality crash reporting by law enforcement (e.g., accuracy and completeness of forms, supervisory oversight, training, etc.);
- Plans to link crash data to medical information concerning such variables as the severity of the injury, cost of treatment, degree of incapacitation, etc.;
- Documentation of the rationale that the intervention selected has a reasonable probability of being effective;
- An adequate intervention design that will provide meaningful outcome data on the degree of success in reducing injury crashes. The applicant must describe how the program's effectiveness will be measured and the comparison data against which the program's outcome will be evaluated; and
- Where local conditions permit, initiatives to coordinate crash-injury reduction efforts with other injury-reduction activities within the community by participating in cooperative efforts with other professionals and citizens (e.g., educational, civic, judicial, business, medical, etc.) involved in creating a safe community.

Potential subgrantees will be informed that a full grant proposal for the funding has to be submitted detailing the following:

- The process for focusing on traffic safety problems that were data-driven,
- The logic behind their proposed intervention strategies,
- The allowance for valid outcome measures in their project design, and
- The proposed budget.

After grant applications are received, each application is reviewed in detail to determine if it meets the THSO's goals, objectives, and project design requirements and is given a score. The THSO management team discusses the application scores and other considerations based on this analysis. These additional considerations could include the following:

- Current or past grant performance,
- Likelihood of the project to reduce crashes, injuries, and fatalities significantly, and
- Multi-jurisdictional nature of the project.

Once these items have been considered, the THSO management team can reach a consensus on which grants to award.

Funding is also a data-driven process through the use of a ranking and allocation tool that ensures counties (enforcement agencies) are funded on a comparable basis. It considers the extent of:

- Weighted fatal, injury, and property damage-only crashes,
- Alcohol-related crashes,
- 15-24 aged driver crashes,
- 65+ aged crashes,
- Speeding crashes,

- Motorcycle crashes,
- Population, and
- Vehicle miles traveled (VMT) in each county.

Comparable basis refers to normalizing the county numbers relative to the county with the highest value.

Recommendations for funding are then made to the Commissioner of the TDOSHS, who serves as the Tennessee Governor’s Representative.

A project director is assigned to each project. The project director is typically the person who submitted the project or is responsible for the “subject” of the agency’s project. Further, a program manager from the THSO is assigned to provide assistance and oversight to each subgrantee during the fiscal year to ensure that agencies accomplish their approved program initiatives; the practical application of this assistance is in the form of consulting services and technical support.

For instance, the program manager monitors the activity of grantees, reviews claims, and makes recommendations to the director for a continuation of the program. Additional responsibilities include reviewing quarterly reports from the subgrantees, monitoring project activity on-site/ virtual at least once per year, and providing general guidance and assistance when requested. Also, feedback is provided to each subgrantee regarding the strengths and weaknesses of project activities. Finally, suggestions are provided on how the subgrantee should proceed to achieve the results described in the original grant proposal if such assistance is needed.

The table on the following page shows a tentative schedule of the highway safety program planning process and how that integrates with the grant application process.

## Highway Safety Planning Process Tentative Schedule

January - February	Data collection and review for problem identification
March 1	The grant application period begins online; establish a draft budget for management review
March	Attend LEL network meetings to discuss the application process and help agencies apply for grants
March 31	Grant application deadline
May 1 – 28	Grant application review process
May 1	THSO applies for Delegated Authority for sports/media contracts
May 1	THSO applies for Delegated Grant Authority
June 8	THSO management meeting to finalize grants awards
June 16	Grant assignment meeting
June 18	Create a spreadsheet and update the online system with grant numbers, etc.
July 1	<i>Year One Only:</i> Triennial Highway Safety Plan (3HSP) Submitted
July 1 – 31	Grant application revisions (programmatic and financial)
July 10	Meet with TDOSHS Legal about contract format and language
August 1	Annual Grant Application Submitted along with revisions to the 3HSP
August 2	Spreadsheet to Public Information Officer (PIO) and then forwarded to TDOSHS for press release
August 2	Denial notices go out to subgrantees/applicants
August 4	Create subgrantee file folders
August 14 - 25	Subgrantees receive grant contracts and attachments for signatures
August-September	Grant contracts submitted to TDOSHS Finance, Legal, and Commissioner for approval
September 30	Pending approval of Annual Grant Application, grants awarded, with a copy placed in the subgrantee file
October 1	Grant year begins; begin work on the Annual Report
October-November	Grant orientation workshops
January 1 - 14	Closeout process complete
January 28	Annual Report due

# LIST OF DATA SOURCES

Through the planning process of the FFY 2024 - 2026 Triennial Highway Safety Plan, numerous resources were used. A list of data sources used for the creation of the document can be found below.

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Child passenger safety. (n.d.). Governor's Highway Safety Association (GHSA). Retrieved June 5, 2023, from <https://www.ghsa.org/state-laws/issues/Child%20Passenger%20Safety>, <https://www.ghsa.org/state-laws/issues/Seat%20Belts>

Distracted driving | NHTSA. (n.d.). NHTSA. Retrieved May 17, 2023, from <https://www.nhtsa.gov/risky-driving/distracted-driving>

Fatality Facts 2021: Older people. (n.d.). IIHS-HLDI Crash Testing and Highway Safety. Retrieved April 23, 2023, from <https://www.iihs.org/topics/fatality-statistics/detail/older-people>

Hands free tennessee | TN hands free law. (n.d.). Retrieved May 30, 2023, from <https://handsfreetn.com/#:~:text=Tennessee%20Code%20Annotated%20C2%A7%2055,a%20seated%20driving%20position%20or>

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Motorcycle safety | transportation safety | injury center | CDC. (n.d.). Retrieved May 10, 2023, from <https://www.cdc.gov/transportationsafety/mc/index.html#:~:text=Motorcycle%20crash%20injuries%20and%20deaths,related%20to%20motorcycle%20crash%20injuries.&text=Every%20year%20there%20are%20thousands,to%20motorcyclists%20involved%20in%20crashes.>

National Center for Statistics and Analysis. (2022). Motorcycles: 2020 data. In Traffic Safety Facts (DOT HS 813 306). National Highway Traffic Safety Administration.

National Highway Traffic Safety Administration. (n.d.). Teen distracted driver data. In Crash Stats (DOT HS 813 453). Retrieved May 26, 2023, from <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813453>

National roadway safety strategy. (n.d.). US Department of Transportation. Retrieved May 10, 2023, from <https://www.transportation.gov/NRSS>

Safe Communities: An Approach to Reduce Traffic Injuries. (n.d.). National Highway Traffic Safety Administration. Retrieved June 6, 2023, from <https://www.nhtsa.gov/sites/nhtsa.gov/files/approach.pdf#:~:text=A%20focus%20on%20data%20linkage,programs%20are%20established%20and%20managed.>

Safe driving for older adults. (n.d.). National Institute on Aging. Retrieved May 1, 2023, from <https://www.nia.nih.gov/health/older-drivers>

Speeding. (2022). In Traffic Safety Facts (DOT HS 813 320). National Highway Traffic Safety Administration. Retrieved May 25, 2023, from <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813320#:~:text=In%202020%20more%20than%20one,%2Dto%2D24%20age%20groups.>

State laws: Distracted driving. (n.d.). GHSA. Retrieved May 30, 2023, from <https://www.ghsa.org/state-laws/issues/Distracted%20Driving>

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# DESCRIPTION OF OUTCOMES

Tennessee's Strategic Highway Safety Plan (SHSP) develops a comprehensive safety road map for the state, identifying concerns related to crashes resulting in fatalities and serious injuries and provides strategies to mitigate or eliminate these concerns. All four Es to highway safety, engineering, education, enforcement, and emergency medical services, are represented.

Tennessee is committed to the Toward Zero Deaths (TZD) vision. TZD results from a national collaboration of safety professionals from various agencies and organizations using a data-driven approach to develop standard strategies focused on providing safer roadways that are regularly refined, implemented, and evaluated. The vision set forth by TZD is a surface transportation network free of fatalities through a sustained and even accelerated decline in transportation-related deaths and injuries.

In addition, Tennessee is a supporter of the safe system approach. The state's SHSP is the building document for the state's plan to implement a Safe System Approach. According to the FHWA, there are six leading principles to this approach:

1. Deaths and serious injuries are unacceptable,
2. Humans make mistakes,
3. Humans are vulnerable,
4. Responsibility is shared,
5. Safety is proactive, and
6. Redundancy is crucial.

While the current version of the SHSP is not currently designed to follow the exact phrasing of a Safe System Approach, the SHSP committee plans to start forming the current document to align with the safe system approach.

# PERFORMANCE REPORT

Below is a report on where the THSO stands on meeting the targets set forth in the FFY 2023 Highway Safety Plan.

## C.1 NUMBER OF TRAFFIC FATALITIES

*In Progress*

The THSO will strive to meet the target measure for the number of traffic fatalities set on a five-year rolling average. The FFY 2023 HSP set a shared target of 1,308.2. For 2018-2022, Tennessee has seen a preliminary five-year rolling average of 1,206.8 traffic fatalities.

## C.2 NUMBER OF SERIOUS INJURY CRASHES

*In Progress*

The THSO will strive to meet the target measure for the number of serious injury crashes set on a five-year rolling average. The FFY 2023 HSP set a shared target of 6,069.4. For 2018-2022, Tennessee has seen a preliminary five-year rolling average of 5746.0 serious traffic injury crashes

## C.3 NUMBER OF FATALITIES PER VMT

*In Progress*

The THSO will strive to meet the target measure for the number of fatalities per VMT set on a five-year rolling average. The FFY 2023 HSP set a shared target of 1.601.

## C.4 NUMBER OF UNRESTRAINED FATALITIES

*In Progress*

The THSO will strive to meet the target measure for the number of unrestrained fatalities. The FFY 2023 HSP set a target of 408, a 4.17 percent increase from a 2020 baseline. As of April 1, 2023, Tennessee has seen 129 unrestrained fatalities.

## **C.5 NUMBER OF FATALITIES IN CRASHES INVOLVING A DRIVER OR MOTORCYCLE OPERATOR WITH A BAC OF .08 AND ABOVE**

*In Progress*

The THSO will strive to meet the target measure for the number of fatalities in crashes involving a driver or motorcycle operator with a BAC of .08 and above. The FFY 2023 HSP set a target of 290, an 8.50 percent increase from a 2016 to 2020 baseline. As of April 1, 2023, Tennessee has seen 81 alcohol-impaired fatalities .

## **C.6 NUMBER OF SPEEDING-RELATED FATALITIES**

*In Progress*

The THSO will strive to meet the target measure for the number of speeding-related fatalities. The FFY 2023 HSP set a target of 205, an 8.78 percent increase from a 2020 baseline. As of April 1, 2023, Tennessee has seen 63 speeding-related fatalities.

## **C.7 NUMBER OF MOTORCYCLIST FATALITIES**

*In Progress*

The THSO will strive to meet the target measure for the number of motorcyclist fatalities. The FFY 2023 HSP set a target of 168, a 10.12 percent increase from a 2020 baseline. As of May 1, 2023, Tennessee has seen 69 motorcyclist fatalities.

## **C.8 NUMBER OF UNHELMETED MOTORCYCLIST FATALITIES**

*In Progress*

The THSO will strive to meet the target measure for the number of unhelmeted motorcyclist fatalities. The FFY 2023 HSP set a target of 15 despite the increasing trends. As of June 1, 2023, Tennessee has seen three unhelmeted motorcyclist fatalities.

## **C.9 NUMBER OF DRIVERS AGED 20 OR YOUNGER INVOLVED IN FATAL CRASHES**

*In Progress*

The THSO will strive to meet the target measure for the number of drivers aged 20 or younger involved in fatal crashes. The FFY 2023 HSP set a target of 177, an 11.3 percent increase from a 2020 baseline. As of May 1, 2023, Tennessee has seen 67 drivers aged 20 or younger involved in fatal crashes.

## **C.10 NUMBER OF PEDESTRIAN FATALITIES**

*In Progress*

The THSO will strive to meet the target measure for the number of pedestrian fatalities. The FFY 2023 HSP set a target of 219, a 21.46 percent increase from a 2020 baseline. As of April 3, 2023, Tennessee has seen 58 pedestrian fatalities.

## **C.11 NUMBER OF BICYCLIST FATALITIES**

*In Progress*

The THSO will strive to meet the target measure for the number of bicyclist fatalities. The FFY 2023 HSP set a target of 11, an 8.33 percent decrease from a 2020 baseline. As of April 3, 2023, Tennessee has seen two bicyclist fatalities.

## **B.1 OBSERVED SEAT BELT USE FOR PASSENGER VEHICLES, FRONT SEAT OUTBOARD OCCUPANTS**

*In Progress*

The THSO, through its grant agreement with the University of Tennessee, Knoxville, has conducted the spring observational survey. The data has been collected and reviewed. The observational lead of the survey is currently working to certify the results from the spring survey.

## **P.1 NUMBER OF DISTRACTED DRIVING FATALITIES**

*In Progress*

The THSO will strive to meet the target measure for the number of distracted driving fatalities. The FFY 2023 HSP set a target of 83, an 18.57 percent increase from a 2020 baseline. As of June 1, 2023, Tennessee has seen 37 distracted driving fatalities.

## **P.2 NUMBER OF PAID MEDIA IMPRESSIONS**

*In Progress*

The THSO will strive to meet the target measure for the number of paid media impressions. The FFY 2023 HSP set a target of 80 million impressions by December 31, 2023. As of June 7, the THSO has seen 56,882,966 impressions.

### **P.3 NUMBER OF EARNED MEDIA ENGAGEMENTS**

*In Progress*

The THSO will strive to meet the target measure for the number of earned media engagements (a combination of reach and impressions). The FFY 2023 HSP set a target of 1.25 million impressions by December 31, 2023. As of June 7, the THSO has seen a reach of 771,327.

### **P.4 NUMBER OF UNIQUE VISITORS ON TNTRAFFICSAFETY**

*In Progress*

The THSO will strive to meet the target measure for the number of unique visitors on TNTrafficSafety. The FFY 2023 HSP set a target of 112,000 unique visitors by December 31, 2023. As of June 7, the THSO has seen 67,740 unique viewers.

### **P.5 NUMBER OF EMS GRANTS**

*Met*

The THSO will strive to meet the target measure for the number of EMS grants. The FFY 2023 HSP set a target of four by September 30, 2023. Currently, the THSO has nine EMS grants:

- Cocke County EMA
- East 52 Volunteer Fire Department
- Hawkins County Emergency Medical Services
- Maury County Fire Department
- Perry County EMA
- Selmer Fire Department
- Level One Accountability, LLC.
- Tracy City Volunteer Fire Department
- Lexington Fire Department

### **P.6 NUMBER OF L.E.A.D.S TRAINED**

*Not Met*

The THSO will not meet the metric of the number of individuals trained as law enforcement aging driver specialists. The THSO program manager who originally developed the course no longer works within the THSO. The new older driver safety program manager is working on developing updates to the course.

## P.6 PERCENTAGE OF CLASSROOM ATTENDANCE

*In Progress*

The THSO will strive to meet the target measure for the percentage of individuals who attend THSO classes. The FFY 2023 HSP set a target of maintaining over 85 percentage attendance rate. As of May 31, 2023, the THSO has a 92.88 percent attendance rate.

## GRANT FUNDED ACTIVITY FOR FFY 2022

Grant Funded Activity	Citations
Number of seat belt citations issued during grant funded enforcement activities	8,177
Number of impaired driving arrests made during grant-funded enforcement activities	53,382
Number of speeding citations issued during grant-funded enforcement activities	3,103

# PERFORMANCE PLAN

## C.1 NUMBER OF TRAFFIC FATALITIES

It will be the intent of the THSO to decrease the number of traffic fatalities from a five-year moving average baseline of 1,148.8 (2017-2021) to 1,148.7 by December 31, 2024, even though alternate baseline and linear trend analyses support an increase. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021
Number of Traffic Fatalities (annual)	FARS Data	1,024	1,040	1,136	1,217	1,327
Reduce traffic fatalities to a five-year rolling average of 1,148.7 from a current safety level of 1,148.8 by 0.01 percent by December 31, 2024.						

## C.2 NUMBER OF SERIOUS INJURY CRASHES

It will be the intent of the THSO to decrease the number of serious injury crashes from a five-year moving average baseline of 5,995.2 in 2022 to 5,995.1 by December 31, 2024, even though alternate baseline and linear trend analyses support an increase. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Serious Injury Crashes (annual)	State Data	7,126	5,743	5,555	5,536	6,015	5,881
Reduce serious injury crashes to a five-year rolling average of 5,995.1 from a current safety level of 5,995.2 by 0.01 percent by December 31, 2024.							

## C.3 NUMBER OF FATALITIES PER VMT

It will be the intent of the THSO to decrease the number of fatalities per VMT from a five-year moving average baseline of 1.418 in 2022 to 1.417 by December 31, 2024, even though alternate baseline and linear trend analyses support an increase. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021
Number of Fatalities per VMT (annual)	FARS Data	1.24	1.28	1.37	1.59	1.61
Reduce fatalities per VMT to a five-year rolling average of 1.417 from a current safety level of 1.418 by 0.01 percent by December 31, 2024.						

## C.4 NUMBER OF UNRESTRAINED FATALITIES

It will be the intent of the THSO to decrease the number of unrestrained fatalities from a baseline of 451 in 2022 to 448 by December 31, 2026, even though alternate baseline and linear trend analyses support an increase. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Unrestrained Fatalities	State Data	306	299	354	406	412	451
Reduce unrestrained passenger vehicle occupant fatalities, all seat positions to 448 from a current safety level of 451 by 0.01 percent by December 31, 2026.							

## C.5 NUMBER OF FATALITIES IN CRASHES INVOLVING A DRIVER OR MOTORCYCLE OPERATOR WITH A BAC OF .08 AND ABOVE

It will be the intent of the THSO to decrease the number of alcohol-impaired driving fatalities from 313 in 2022, to 277, an 11.5 percent decrease, by December 31, 2026, even though alternate baseline and linear trend analyses support an increase. Normalizing variances determined a standard deviation of 12.91 by utilizing a seven-year average, with a decrease year-over-year for the next four years of 13 percent. However, as this target was aspirational for such as short period of time with the increasing trend, it was determined by the highway safety office to utilize a more achievable, but still ambitious, target of a three percent decrease year-over-year. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Fatalities in Crashes Involving a Driver or Motorcycle Operator with a BAC of .08 and Above	State Data	251	243	289	323	355	313
Reduce alcohol-impaired driving fatalities to 277 from a current safety level of 313 by 11.5 percent by December 31, 2026.							

## C.6 NUMBER OF SPEEDING-RELATED FATALITIES

It will be the intent of the THSO to decrease the number of speeding-related fatalities from 203 in 2022, to 169, an 16.75 percent decrease, by December 31, 2026, even though alternate baseline and linear trend analyses support an increase. Normalizing variances determined a standard deviation of 9.54 by utilizing a seven-year average, with a decrease year-over-year for the next four years of 4.5 percent. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Speeding-Related Fatalities	State Data	147	148	179	181	212	203
Reduce speeding-related fatalities to 169 from a current safety level of 203 by 16.75 percent by December 31, 2026.							

## C.7 NUMBER OF MOTORCYCLIST FATALITIES

It will be the intent of the THSO to decrease the number of motorcycle fatalities from 170 in 2022, to 147, a 13.5 percent decrease, by December 31, 2026, even though alternate baseline and linear trend analyses support an increase. Normalizing variances determined a standard deviation of 7.15 by utilizing a seven-year average, with a decrease year-over-year for the next four years of 10 percent. However, as this target was aspirational for such a short period of time with the increasing trend, it was determined by the highway safety office to utilize a more achievable, but still ambitious, target of a one percent decrease year-over-year. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Motorcyclist Fatalities	State Data	135	168	153	151	170	154
Reduce motorcyclist fatalities to 147 from a current safety level of 170 by 13.5 percent by December 31, 2026.							

## C.8 NUMBER OF UNHELMETED MOTORCYCLIST FATALITIES

It will be the intent of the THSO to decrease the number of Unhelmeted Motorcyclist fatalities from 10 in 2022, to 6, an 40 percent decrease, by December 31, 2026. Normalizing variances determined a standard deviation of 1.19 by utilizing a seven-year average, with a decrease year-over-year for the next four years of 10 percent. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Unhelmeted Motorcyclist Fatalities	State Data	8	8	14	13	11	10
Reduce unhelmeted motorcyclist fatalities to 6 from a current safety level of 10 by 40 percent by December 31, 2026.							

## C.9 NUMBER OF DRIVERS AGED 20 OR YOUNGER INVOLVED IN FATAL CRASHES

It will be the intent of the THSO to decrease the number of Drivers Aged 20 or Younger Involved in Fatal Crashes from 163 in 2022, to 144, an 11.6 percent decrease, by December 31, 2026, even though alternate baseline and linear trend analyses support an increase. Normalizing variances determined a standard deviation of 3.71 by utilizing a seven-year average, with a decrease year-over-year for the next four years of nine percent. However, as this target was aspirational for such as short period of time with the increasing trend, it was determined by the highway safety office to utilize a more achievable, but still ambitious, target of a three percent decrease year-over-year. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Drivers Aged 20 or Younger Involved in Fatal Crashes	State Data	113	102	151	158	180	163
Reduce drivers age 20 and younger involved in fatal crashes to 144 from a current safety level of 163 by 11.6 percent by December 31, 2026.							

## C.10 NUMBER OF PEDESTRIAN FATALITIES

It will be the intent of the THSO to decrease the number of pedestrian fatalities from a baseline of 210 in 2022 to 206 by December 31, 2026, even though alternate baseline and linear trend analyses support an increase. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Pedestrian Fatalities	State Data	123	137	148	172	177	210
Reduce pedestrian fatalities to 206 from a current safety level of 210 by 0.01 percent by December 31, 2026.							

## C.11 NUMBER OF BICYCLIST FATALITIES

It will be the intent of the THSO to decrease the number of bicycle fatalities from a baseline of 14 in 2022 to 10, a 28.6 percent decrease, by December 31, 2026, even though alternate baseline and linear trend analyses support an increase. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Bicyclist Fatalities	State Data	8	8	7	13	7	14
Reduce bicycle fatalities to 10 from a current safety level of 14 by 28.6 percent by December 31, 2026.							

## B.1 OBSERVED SEAT BELT USE FOR PASSENGER VEHICLES, FRONT SEAT OUTBOARD OCCUPANTS

It will be the intent of the THSO to increase the observed seat belt usage rate from 90.49 percent in 2022, to 90.53 percent by December 31, 2026. This increase will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Observed Seat Belt Use for Passenger Vehicles, Front Seat Outboard Occupants	State Data	88.51	90.90	91.75	91.75	90.12	90.49
Increase observed seat belt use for passenger vehicles, front seat outboard occupants to 90.53 from a current safety level of 90.49 by 0.01 percent by December 31, 2026.							

## P.1 NUMBER OF DISTRACTED DRIVING FATALITIES

It will be the intent of the THSO to decrease the number of distracted driving fatalities from 68 in 2022, to 60, an 11.7 percent decrease, by December 31, 2026, even though alternate baseline and linear trend analyses support an increase. Normalizing variances determined a standard deviation of 2.16 by utilizing a seven-year average, with a decrease year-over-year for the next four years of 15 percent. However, as this target was aspirational for such a short period of time with the increasing trend, it was determined by the highway safety office to utilize a more achievable, but still ambitious, target of a three percent decrease year-over-year. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Distracted Driving Fatalities	State Data	50	62	69	70	74	68
Reduce distracted driving fatalities to 60 from a current safety level of 68 by 11.7 percent by December 31, 2026.							

## P.2 NUMBER OF UNIQUE VISITORS ON TNTRAFFICSAFETY

It will be the intent of the THSO to increase the number of unique viewers on TNtrafficSafety from in 2022, to 153,000 by December 31, 2026. This increase will be accomplished by seeking and finding new partnerships through the public participation and engagement process that are interested in highway safety items.

		2018	2019	2020	2021	2022
Number of Unique Visitors on TNTrafficSafety	State Data	106,466	133,000	132,233	117,901	150,376
Increase unique viewers on TNTrafficSafety to 153,000 from a current safety level of 150,376 by 0.02 percent by December 31, 2026.						

## P.3 NUMBER OF CRASHES INVOLVING A "MOVE OVER LAW" VIOLATION

It will be the intent of the THSO to decrease the number of "Move Over Law" violation crashes from a baseline of 149 in 2022 to 145 by December 31, 2026. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
P.3 Number of Crashes Involving a "Move Over Law" Violation	State Data	165	127	127	128	170	149
Decrease "Move Over Law" violation crashes to 145 from a current safety level of 149 by 0.01 percent by December 31, 2026.							

## P.4 NUMBER OF OLDER DRIVER INVOLVED FATALITIES

It will be the intent of the THSO to decrease the number of older driver involved fatalities from a baseline of 283 in 2022 to 279 by December 31, 2026, even though alternate baseline and linear trend analyses support an increase. This decrease will be accomplished, in part, due to the increase in funding to highway safety through the Bipartisan Infrastructure Law as well as seeking and finding new partnerships through the public participation and engagement process. The efforts will consist of education, enforcement efforts in awarded grants, and advertising efforts aligned with the integrated communications plan.

		2017	2018	2019	2020	2021	2022
Number of Older Driver Involved Fatalities	State Data	241	231	262	208	265	283
Decrease older driver involved fatalities to 279 from a current safety level of 283 by 0.01 percent by December 31, 2026.							

# PUBLIC PARTICIPATION AND ENGAGEMENT PLAN

## INTRODUCTION

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county and numerous counties having more than one. Each grant is assigned a program manager, with a regional law enforcement liaison (LEL) also available to assist by providing resources (i.e., seatbelt convickers, impaired driving goggles, etc.) to conduct engaging activities in communities. Moving forward, the THSO will not rely on a one-size-fits-all methodology but instead emphasize reaching groups in their own settings and becoming more proactive by seeking full representation from communities.

## ENGAGEMENT PLANNING

The initial goals for public engagement have contributed to the development of the THSO's overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented (more information on individual characteristics can be found under "Identifying Communities"), which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data described below. Based on this data, the THSO will initially select one community of highest concern in each region.

The THSO conducted a voluntary, statewide survey promoted through social media, traditional media outlets, and the TNTrafficSafety website to gather public opinion on different factors related to highway safety. The survey was anonymous to gather information truthfully; however, a zip code was required to allow the THSO to overlay information collected from the survey to crash data and the Centers for Disease Control and Prevention (CDC) Social Vulnerability Index (SVI) incorporated into Aashtoware's Numetric Software. "SVI indicates the relative vulnerability of every U.S. Census

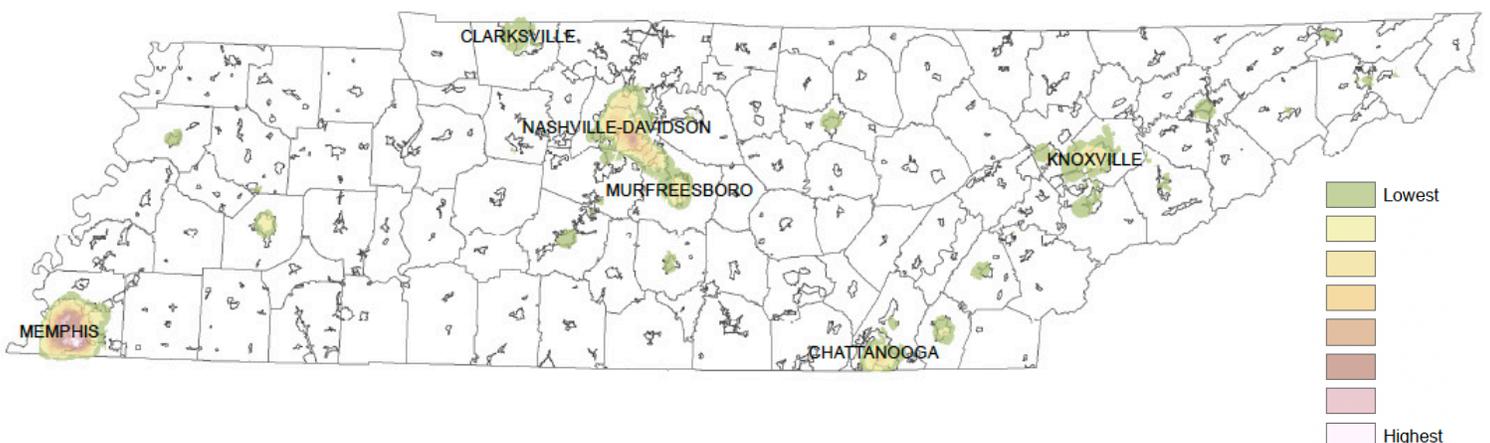
tract. Census tracts are subdivisions of counties for which the Census collects statistical data. SVI ranks the tracts on four variables: Socioeconomic Status, Household Characteristics, Racial & Ethnic Minority Status, and Housing Type” (Olsen, 2023).

The survey was completed through the utilization of Microsoft Forms. This allowed for accessibility features, such as immersive reading, to be utilized by respondents. Along with this, the text size, font, and background can be changed to adapt to those that require it. Parts of speech can be color coded to allow for ease of understanding in addition to the accessibility features mentioned above through Microsoft Forms. Finally, line reading can be turned on for ease of reading.

In addition to the survey, the THSO hosted a “Rule the Road” teen event in the Nashville area through partnerships with other entities. This event, held June 23, 2023, collected information from parents and teens through a targeted survey along with an interactive element in which the THSO Public Information Officer (PIO) asked questions about highway safety.

“Rule the Road” is an event that provides teen drivers with driving knowledge and skills beyond the standard driving education programs. Outside of the Graduated Driver Licensing program, Tennessee does not have a statewide initiative to teach young drivers the rules of the road. This program was initiated to help bridge that gap. Led by certified emergency vehicle operators, this program offers instruction to young drivers with varying levels of driving experience. Participating in “Rule the Road” gives drivers new skills to keep themselves and others safe behind the wheel. The program uses stations to help educate these drivers on many aspects of roadway safety. From conversations with young drivers, hands-on training was determined to be a leading way to reach this demographic. The “Rule the Road” event was held in Lebanon, Tennessee, which is located in Wilson County. This location was selected for several reasons. From a data perspective, between 2020 and 2022 in Wilson and the surrounding counties, which includes counties that hold major cities such as Nashville and Murfreesboro, persons aged 14 to 20 were involved in fatal and serious injury crashes at a rate of 4.818 per 1,000 licensed drivers. This is in comparison to 1.721 per 1,000 licensed drivers for persons aged 21 and older. From this data provided by TITAN, persons aged 14 to 20 were almost three times more likely to be involved in a fatal or serious injury crash. The below heatmap shows how prevalent young driver crashes are in the Nashville, Lebanon, and Murfreesboro areas.

### Young Driver (Aged 14-20) Crashes In Tennessee



The results of the conversations held at the “Rule the Road” will be used to influence future events and potential future funding of the THSO. The event invitation was extended through THSO contacts at the Department of Children’s Services to first fill the event with foster children who may not receive the level of instruction from a guardian. The event was a regional event that was held to target Middle Tennessee young drivers, specifically the counties that surround Wilson County, which includes Davidson and Rutherford Counties.

Due to the hands-on components, the event is large and requires a significant footprint to host. As such, a location outside downtown Nashville was determined to be the best fit. This move was in alignment with the data as seen above in the heat map. The event’s hosting facility was ADA-compliant on accessibility features, such as ramps, doorways, etc. This event was held in the Nashville area within Lebanon, Tennessee. The city of Lebanon has a 22.8 percent estimated population under the age of 18; higher than the overall Tennessee average of 22.1 percent. Within Wilson County, which houses the City of Lebanon, 3,373 crashes have occurred from 2021 to current with the age range of 16-25. That is almost 23 percent of crashes overall.

Some of the questions asked were:

- What do you think is the most dangerous driving behavior that young adults take part in?
- What do you think is the most effective way to reach young adults?
- Are you on social media? If so, what platforms?
- Have you seen our messaging either on social media or at school functions?



The event was attended by many young drivers in the geographical area, which was the targeted affected community. The Public Information Officer (PIO) discussed the previously mentioned questions in small groups. The conversations generated from these starter questions led to some interesting conclusions. The majority of both parents and young adults stated that distracted driving (primarily phone use was mentioned) was the most dangerous driving behavior for young adults. Other topics raised included speeding, impairment, failure to stop when required, and road rage. Several solutions to making young people aware of highway safety issues were mentioned, such as:

- More hands-on events to show the dangers of the behaviors and what the consequences could be.
- Working with cell phone companies on blocking distractions.
- Peer-to-peer messaging and ensuring that everyone is holding each other accountable to “do the right thing.”
- More significant penalties for when dangerous behaviors occur.
- School events such as mock crashes to simulate the consequences of dangerous behaviors.
- Utilizing influential role models to expand upon the importance of safe driving and even potential consequences that they have had happen.
- More hands-on driver education in a classroom setting in the school system.



## ENGAGEMENT OUTCOMES

### *Statewide Survey*

The THSO elected to conduct a voluntary, statewide survey to initially find out what citizens of Tennessee find to be a problem with highway safety and ways that the highway safety office could partner with the community to address those problems. The survey included 52 questions sectioned out into significant areas of concern, as follows:

- Seatbelt Safety
- Impaired Driving
- Speeding
- Distracted Driving
- Motorcycle Safety (both as a motorcycle operator and the general motoring public)
- Bicycle Safety (both as a bicyclist and the general motoring public)
- Pedestrian Safety (both as a pedestrian and the general motoring public)

The initial survey was designed for respondents to answer questions on areas that they are concerned about. The responses from the survey were overlaid on top of crash data with SVI data to provide a more targeted approach for further surveys (more information about this in “Ongoing Engagement Planning”). While the THSO received responses in all categories listed above, some had fewer responses than others. Due to this, the THSO has elected to target the behaviors that communities were most vocal, which are seat belt safety, impaired driving, and speeding. As the THSO starts working in the communities that are specifically selected due to being areas of concern, targeted safety behaviors may change.

Within the survey, demographic data was also requested, along with safety campaigns that the respondents were familiar with. Reviewing the safety campaigns respondents are familiar with allows the THSO to determine which messages resonate through the manners in which they are provided. This information shall help determine if certain approaches are better than others in reaching different groups of people.

A total of 1,172 respondents took part in the survey, with at least one respondent from each of the 95 counties in Tennessee. Of the 1,172 respondents, approximately 20 percent represented a minority population with 73 percent of the respondents aged 35-64. This survey, with representation from such a wide geographic area, allows for the THSO to narrow down specific issues in a community.

More pointed outcomes from the survey can be found in the below section, as the results were used to help identify communities with which to engage.

### *“Rule the Road” Event*

In addition to the survey, the THSO hosted a “Rule the Road” teen event in the Nashville area through partnerships with other entities. This event, held June 23, 2023, collected information from parents and teens through a targeted survey along with an interactive element in which the THSO

PIO asked questions about highway safety. A total of 55 students registered to attend the event, with walk-ups welcome during the event.

These results will be used to influence future events and potential future funding of the THSO. The event invitation was extended through THSO contacts at the Department of Children's Services to first fill the event with foster children who may not receive the level of instruction from a guardian.

Some of the questions asked were:

- What do you think is the most dangerous driving behavior that young adults take part in?
- What do you think is the most effective way to reach young adults?
- Are you on social media? If so, what platforms?
- Have you seen our messaging either on social media or at school functions?

Conversation with the PIO was generated from these starter questions and led to some interesting conclusions. The majority of both parents and young adults stated that distracted driving (primarily phone use was mentioned) was the most dangerous driving behavior for young adults. Other topics raised included speeding, impairment, failure to stop when required, and road rage. Several solutions to getting young people aware of highway safety issues were mentioned, such as:

- More hands-on events to show the dangers of the behaviors and what the consequences could be.
- Working with cell phone companies on blocking distractions.
- Peer-to-peer messaging and ensuring that everyone is holding each other accountable to "do the right thing."
- More significant penalties for when dangerous behaviors occur.
- School events such as mock crashes to simulate the consequences of dangerous behaviors.
- Utilizing influential role models to expand upon the importance of safe driving and even potential consequences that they have had happen.
- More hands-on driver education in a classroom setting in the school system.

From conversations with this group of young drivers and their parents, it was determined that traditional social media is not a primary source of reaching this young group. As such, the highway safety office is currently investigating other digital avenues to reach this group for messaging purposes.

From the feedback provided through conversations, the THSO plans to have two Rule the Road events in each of the four LEL regions in order to reach a wider array of young drivers. These events are very hands-on and allow young drivers to see the consequences of deadly behaviors in a safe environment. Equipment such as distracted driving stations, impaired driving goggles, large truck simulators, and other traffic safety equipment will be utilized. All events will ADA compliant and necessary translators will be utilized, if required.

The THSO will also utilize ReduceTNCrashes and SADD chapters to ensure that the feedback of peer-to-peer messaging and education is provided in areas in which the number of young drivers crashes are over-represented in the number of overall crashes.

## IDENTIFYING COMMUNITIES

The following are communities that have been identified as geographical areas of interest moving forward for the THSO to be able to better serve the underserved and overrepresented populations within the state.

A geographical area within each of the major regions of the THSO was identified and will be targeted to engage with and meet the targets set forth by the highway safety office. These areas were selected by utilizing the survey results and overlaying the responses to fatal crashes that had a high SVI. This ensured that the THSO will be targeting areas in which there is a population that the U.S. Census tracts have deemed to be socially vulnerable. Underserved communities that the THSO will be targeting include the Hispanic/Latino population (primarily in East and Middle Tennessee), the Black/African American Population (primarily in West Tennessee). An overrepresented community that the THSO plans to target is the young driver population (primarily in the Cumberland Region). More demographic data pertaining to each area can be found below under each region.

### ***East – Morristown, TN***

The City of Morristown is located in the mountains of Tennessee with an estimated population of over 31,000 people, according to the U.S. Census Bureau. While most of the population is considered “White alone,” 19.3 percent is estimated to be “Hispanic or Latino,” per the U.S. Census Bureau. This traditionally underserved community is also overrepresented in crashes in the area. According to 2022 data from TITAN, 13.4 percent of all crashes in Morristown have a “Hispanic or Latino” individual involved in the crash.

Reviewing the SVI data located within Numeric software shows that 16 fatalities over recent years are within Census tract areas with a socio-vulnerable background (red dots). These are defined as crashes with an SVI over .50 (1 being the most socio-vulnerable individuals). A screenshot of the socially vulnerable tracts with fatalities and crashes in the Morristown area can be seen on the following page.



As mentioned above, the respondents addressed other safety concerns within the survey as well. These concerns can be addressed as events are held within the areas.

Due to the survey respondent's answers, the THSO will utilize multiple countermeasures listed within this document. The THSO will utilize multiple enforcement countermeasures, including seat belt, impaired driving, and police traffic services (with an emphasis on speeding/aggressive driving). The survey respondents for the Morristown community were greatly in favor of the statement that additional enforcement for these behaviors could have an influence. The THSO will also utilize multiple communication (media) countermeasure strategies to include seat belt safety, speeding prevention, and impaired driving prevention. The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar to promote the safety messages during the selected times of the year. More information on how media will be utilized is listed within each "Communications - Media" countermeasure strategies. In addition, the child passenger safety countermeasure will be a resource that we promote within this community with occupant protection.

The THSO plans to work with the local high school to plan and promote a "Traffic Safety Night" during the upcoming football season. This event will be held at a home football game, and through partnerships with local law enforcement, the regional LEL will provide interactive events, along with educational material in both Spanish and English to attendees. The interactive events will include the regional seatbelt convincer and trained law enforcement officers hosting standard field sobriety testing with fatal vision goggles. ADA compliance will be ensured. Feedback from attendees will help by determining communication methods to best reach the demographic that is being targeted in this community as an underserved population.

Another avenue the THSO will use to engage with the Morristown community is the local Hamblen County Fair. The fair will be held July 13-15, 2023. Through a contract with Alliance Sports Marketing, the THSO will engage with the community through surveys and discussion to see what areas of traffic safety are concerns for the citizens and what solutions they may have. The "Buckle Up in Your Truck" messaging will be the primary traffic safety message discussed in addition to interactive games being played. By utilizing a targeted survey concerning occupant protection, the THSO can find new ways to reach a population that is underserved. Items that will be considered include ensuring that accessibility features such as immersive reader can be used if needed. This would include being able to change the font, increase spacing, change text size, change the colors in the instance of color blindness, and finally having the questions read to them by the reader. Another factor that will be taken into account is reading level. The THSO will ensure that questions are phrased for all types of individuals from varied backgrounds so that they can understand and answer.

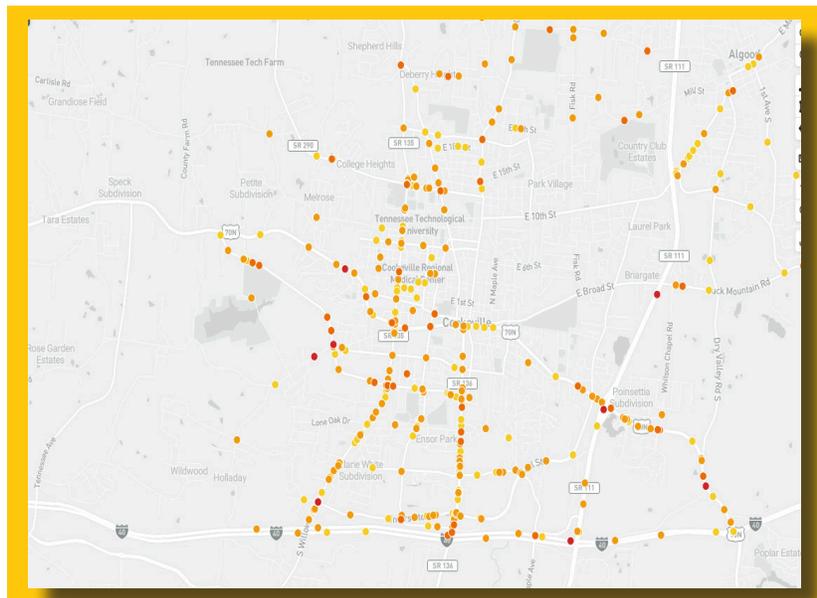
The Morristown community indicated through survey results that impaired driving and speed were areas of concern. The respondents also indicated that additional enforcement, along with additional media, could change behaviors. A few other items were also noted (these are mentioned above)

and will be reviewed by the highway safety office as ways to interact with the community. With this information, the THSO will engage with the Morristown community by utilizing the targeted approaches of law enforcement engagement along with utilizing our regional LEL to participate in local community events.

The City of Cookeville is located on the Cumberland Plateau. The U.S. Census Bureau estimates almost 36,000 people live in the city. The Census estimates that over nine percent of the population is “Hispanic or Latino.” However, out of the overall population, it also states that 20 percent of the population is under 18 years of age, with 49 percent of the overall population being male. In 2022, according to TITAN crash data, young drivers (aged 14-20) account for 28.85 percent of all crashes.

Reviewing the SVI data located within Numeric software shows that nine fatalities over recent years are within Census tract areas with a socio-vulnerable background (red dots). These are defined as crashes with an SVI over .50 (1 being the most socio-vulnerable individuals). A screenshot of the socially vulnerable tracts with fatalities and crashes in the Cookeville area can be seen below.

**.50 and over SVI Census Tract Crashes - Cookeville, TN**



*Red = Fatalities    Orange = Suspected Serious Injury    Yellow = Possible Injury*

Through the voluntary, statewide survey conducted by the THSO, 17 respondents were from the Cookeville community. Both males and females responded with an age range of 25-65 and older. Of the respondents, 100 percent stated that they always wear a seatbelt. However, it was notable that 41 percent indicated it was due to a change in habit. A number of different reasons were provided; however, 57 percent of the individuals indicated it was due to either seeing the effects or being in a wreck themselves. All of the respondents answered the question by agreeing that both additional enforcement and additional media and training could have an influence on and change driver behavior within their community.

In regard to impaired driving, 100 percent of respondents indicated that they had driven impaired at some time in their life (impairment is defined as any drug or alcohol within their body). While 12 percent of the respondents indicated it would be okay to drive after drinking or taking drugs, it was stated by respondents that it would only be in a life-saving instance that this would be permissible to them. Respondents were torn in their opinion of the effective methods for decreasing impaired driving. However, additional education and training, additional enforcement, and additional media and awareness were all selected by respondents.

Respondents were also very interested in answering speeding-related questions. When asked how frequently respondents sped while driving (speeding is defined as five or more miles over the posted speed limit), 47 percent indicated either "Always" or "Often" as their response. Another 41 percent indicated "Sometimes." This would be a total of 88 percent of respondents from this area that indicate that they speed. In addition, the same 88 percent indicated that they do not deem speeding a problem until exceeding the posted speed limit by ten or more mph. Seventy-six percent of the respondents indicated that additional enforcement could, in their opinion, change driver behavior, with 53 percent indicating that additional training and media could also be a way to change driver behavior.

As mentioned above, the respondents addressed other safety concerns within the survey as well. These concerns can be addressed as events are held within the areas.

Due to the survey respondent's answers, the THSO will utilize multiple countermeasures listed within this document. The THSO will utilize multiple enforcement countermeasures, including seat belt, impaired driving, and police traffic services (with an emphasis on speeding/aggressive driving). The survey respondents for the Cookeville community were greatly in favor of the statement that additional enforcement for these behaviors could have an influence. The THSO will also utilize multiple communication (media) countermeasure strategies to include seat belt safety, speeding prevention, and impaired driving prevention. The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar to promote the safety messages during the selected times of the year. More information on how media will be utilized is listed within each "Communications - Media" countermeasure strategies.

The THSO plans to work with the local high school to plan and promote a "Traffic Safety Night" during the upcoming football season. This game will be held at a home football game, and through partnerships with local law enforcement, the regional LEL will provide interactive events, along with educational material to attendees. The interactive events will include the regional seatbelt convincer and trained law enforcement officers hosting standard field sobriety testing with fatal vision goggles. ADA compliance will be ensured. Feedback from attendees will help by determining communication methods to best reach the demographic that is being targeted in this community as an underserved population.

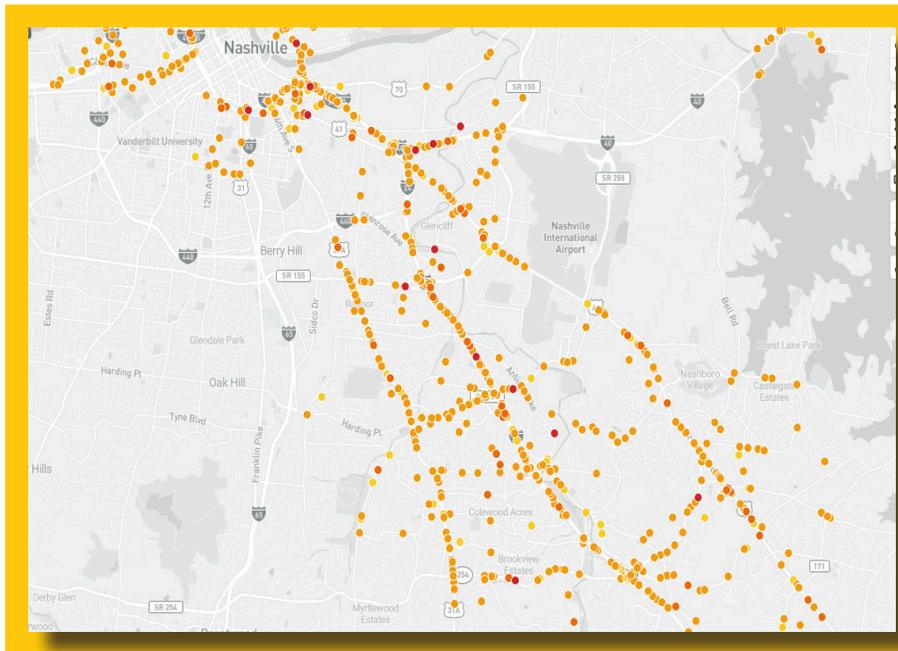
The Cookeville community indicated through survey results that seatbelt safety, impaired driving and speed were areas of concern. The respondents also indicated that additional enforcement, along with additional media, could change behaviors. A few other items were also noted (these are mentioned above) and will be reviewed by the highway safety office as ways to interact with the community. With this information, the THSO will engage with the Cookeville community by utilizing the targeted approaches of law enforcement engagement along with utilizing our regional LEL to participate in local community events.

## *Middle – Nashville (Antioch), TN*

Tennessee’s major cities are a significant area of concern regarding crashes and fatalities statewide. Nashville is the capital of Tennessee. According to the U.S. Census Bureau, the city had an estimated population of over 683,000 in July 2022, with approximately 10 percent of the population identifying as “Hispanic or Latino” residing in the city. By looking more specifically into the Antioch data, the highway safety office looked into the Metro Nashville Council District Profiles (Nashville Area Chamber of Commerce, 2023). The City of Antioch, which is a part of the greater Metro Nashville Area, is between districts 28 and 32. Within District 28, 32 percent of the population (of the overall 10 percent within Metro Nashville) identified as “Hispanic or Latino.” According to TITAN crash data, in 2022, “Hispanic or Latino” individuals accounted for 13.67 percent of all crashes in Nashville.

Reviewing the SVI data located within Numeric software shows that numerous fatalities over recent years are within Census tract areas with a socio-vulnerable background. These are defined as crashes with an SVI over .50 (1 being the most socio-vulnerable individuals). A screenshot of the fatalities in the Nashville (Antioch) area can be found below.

### **.50 and over SVI Census Tract Crashes - Nashville, TN (Antioch)**



*Red = Fatalities   Orange = Suspected Serious Injury   Yellow = Possible Injury*

Through the survey conducted by the highway safety office, 48 respondents indicated a zip code in the Nashville area, with six of these 48 directly from the Antioch zip code. The ages of the 48 respondents span from a range of 25 to 65 years of age and older, with an almost equal ratio of male to female.

As it pertains to impaired driving, of the 48 respondents, 100 percent indicated that, at some point, they had driven with either drugs or alcohol in their system. Twenty-five percent of respondents indicated that it is okay to drive after taking drugs or drinking (either in an emergency or under the legal blood alcohol content (BAC)), with 17 percent of these individuals being from the Antioch area. Additional enforcement was indicated by 67 percent as being the most effective method to decrease impaired driving in Tennessee, with additional education and training coming in a close second.

Speeding was another safety topic that all respondents were interested in answering. Over 56 percent of respondents indicated they either “sometimes” or “always” speed. Speeding was defined as going over the posted speed limit by five or more miles per hour. A vast majority of respondents for the Nashville area (86 percent) stated that speeding was not considered a problem until the posted speed limit was exceeded by ten or more miles per hour, with 66 percent of the Antioch community also in agreement. Even more troubling, 33 percent of the overall Nashville area stated it was not a problem until it was exceeded by 15 or more miles per hour.

As mentioned above, the respondents addressed other safety concerns within the survey as well. These concerns can be addressed as events are held within the areas.

Through engagement with the “Rule the Road” event with young drivers and their parents or guardians, distracted driving was by far the most noted highway safety problem. Other concerns were also brought up such as speeding, impairment, and road rage, but distracted (specifically texting while driving) was the noted problem. A number of solutions were proposed. The THSO will review this engagement to help direct the countermeasure to this potentially deadly behavior.

Due to the survey respondent’s answers, the THSO will utilize multiple countermeasures listed within this document in this area. The THSO will utilize two of the enforcement countermeasures, impaired driving and police traffic services (with an emphasis on speeding/aggressive driving). The THSO will also utilize multiple communication (media) countermeasure strategies to include speeding prevention and impaired driving prevention. In addition, the child passenger safety countermeasure will be a resource that we promote within this community. The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar to promote the safety messages during the selected times of the year. More information on how media will be utilized is listed within each “Communications - Media” countermeasure strategies. Other countermeasures, as the THSO interacts with the community, may be deemed to be of value and will be input into the overall strategy of reaching this targeted community.

The THSO has many events set up within the Nashville area to provide traffic safety messaging that will impact this area. On June 23, 2023, a “Rule the Road” event was held in the Nashville area. This event allowed young, inexperienced drivers to get behind the wheel with trained professionals. For this event, the highway safety office worked with the Department of Children Services to ensure that foster children were given priority to attend the event. Accessibility features included being ADA compliant. Feedback was obtained by the PIO during the event. It was determined that more hands-on events would be a good way to reach young drivers. As such, the THSO is preparing to have two Rule the Road events in each of the four LEL regions. In addition, peer-to-peer messaging was heavily mentioned. The THSO will promote the use of the ReduceTNCrashes website, which includes peer-to-peer activities/events/games in addition to increasing the number of SADD chapters, specifically in areas of high young driver crashes.

A child passenger safety car check event is planned to be held in September in conjunction with child passenger safety week. This event will be held in the Antioch area with translators in attendance to help the Hispanic or Latino population. Along with this, the intent is to host a CarFit event to help the older driver population “fit” their vehicle better. This event will be coordinated with a partner agency to help staff and provide child passenger safety seats as necessary.

In addition to the above events, through contracted events with Alliance Sports Marketing, the Nashville Sounds baseball team will host a “Highway Safety Night” before October 31. This event will allow trained individuals to interact with the public on the matter of impaired driving and receive survey results that could better direct the messaging of this important safety target. The Music City Grand Prix is an open-wheel race event held in downtown Nashville with a number of individuals from all over the city attending at separate times. The event will be held from August 4-6, 2023. Alliance will manage a booth where the primary message of “Fans Don’t Let Fans Drive Drunk” will be utilized. This booth will be interactive, allowing trained professionals to interact with safety games. In addition, surveys will enable individuals to provide their thoughts on messaging. Finally, the highway safety office contracts with the Nashville Soccer Club, a major league soccer team located in southeast Nashville, to promote safe driving. During every home game, the highway safety office co-sponsors a “Designate a Driver” program where individuals pledge not to drink and be designated drivers. In addition, 96.7 (El Jefe Radio) provides two live reads during each game and two 30-second radio spots. The THSO also receives one post 30-second spot in addition to social media posts.

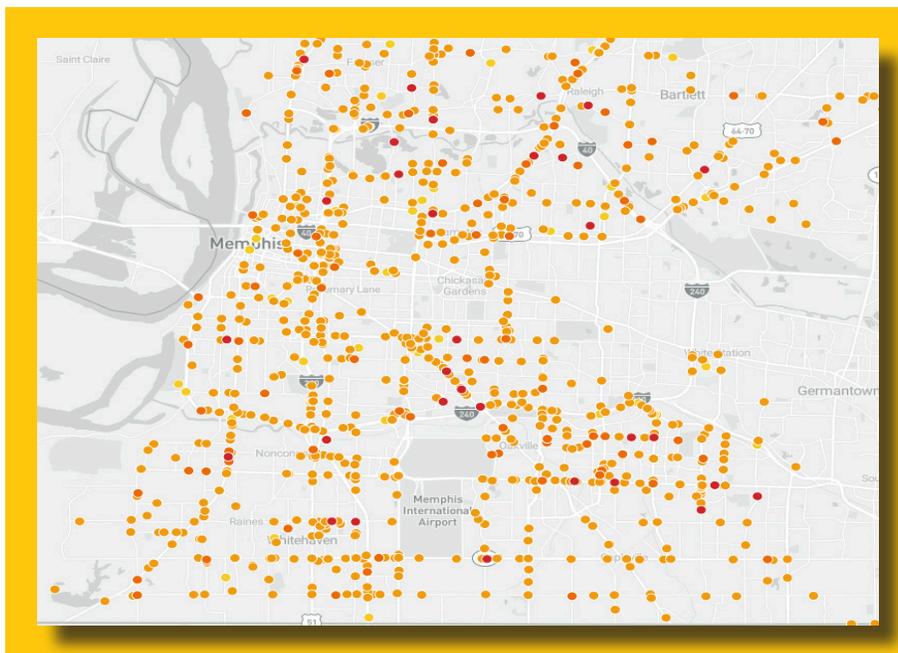
The highway safety office will determine more events and contracts to allow for interaction and engagement with this identified population.

The Nashville community indicated through survey results that impaired driving and speed were areas of concern. The respondents also indicated that additional enforcement, along with additional media, could change behaviors. A few other items were also noted (these are mentioned above) and will be reviewed by the highway safety office as ways to interact with the community. With this information, the THSO will engage with the Nashville (Antioch) community by utilizing the targeted approaches of law enforcement engagement along with utilizing our regional LEL to participate in local community events.

Another major city within Tennessee is the City of Memphis. Memphis has an estimated population of over 621,000 per the U.S. Census Bureau, as of July 2022. Within this population, almost 65 percent indicated that they are “Black or African American alone.” As a traditionally underserved community, the results of the crash data makes this area extremely over represented as well. According to 2022 TITAN crash data, 55.02 percent of all crashes in Memphis included an individual that was “Black or African American.” This data has strongly encouraged the THSO to center efforts in this area.

Reviewing the SVI data located within Numeric software shows that numerous fatalities over recent years are within Census tract areas with a socio-vulnerable background. These are defined as crashes with an SVI over .50 (1 being the most socio-vulnerable individuals). A screenshot of the fatalities in the Memphis area can be found below.

**.50 and over SVI Census Tract Crashes - Memphis, TN**



*Red = Fatalities    Orange = Suspected Serious Injury    Yellow = Possible Injury*

Through the survey conducted by the highway safety office, 26 respondents indicated a zip code in the general Memphis area (Shelby County). Additionally, the ages of the respondents span from 25 to 65 years of age and older, with both males and females responding.

All 26 respondents answered questions about seat belt safety. When asked, "Do you always wear your seat belt," 12 percent indicated that they do not. Of the percentage that indicated that they did wear a seatbelt, 26 percent indicated it was a change of habit. Several different reasons were indicated for the shift in behavior, from the law requiring it, to age/maturity. When asked for their opinion on what could change drivers' behavior pertaining to seat belt safety, additional media and awareness was the number one response, with additional enforcement being a close second.

One hundred percent of respondents indicated that, at some point, they had driven with either alcohol or drugs within their system. However, 81 percent of respondents said driving after drinking or taking drugs was never okay. Of the 19 percent who indicated it was okay, all of them stated that in some form, a small amount of an impairing alcoholic substance would not impair an individual. All individuals who responded to this question unanimously stated that additional enforcement would, in their opinion, change driver behavior on impaired driving.

When asked about speeding, 100 percent of respondents stated that they did not consider speeding a problem until the posted speed limit was exceeded by ten or more miles per hour. When asked about how frequently the respondents themselves sped, none of them stated "never," with 77 percent stating it was either "likely" or "extremely likely" they would speed on the interstate. While individuals did indicate that additional media or education was, in their opinion, a way to change driver behavior, 96 percent indicated that additional enforcement along with these tactics was necessary.

Due to the survey respondent's answers, the THSO will utilize multiple countermeasures listed within this document. The THSO will utilize multiple enforcement countermeasures, including seat belt, impaired driving, and police traffic services (with an emphasis on speeding/aggressive driving). The survey respondents for the Memphis community were greatly in favor of the statement that additional enforcement for these behaviors could have an influence. In addition, the child passenger safety countermeasure will be a resource that we promote within this community. The THSO will also utilize multiple communication (media) countermeasure strategies to include seat belt safety, speeding prevention, and impaired driving prevention. The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar to promote the safety messages during the selected times of the year. More information on how media will be utilized is listed within each "Communications - Media" countermeasure strategies. Other countermeasures, as the THSO interacts with the community, may be deemed to be of value and will be input into the overall strategy of reaching this targeted community.

The THSO has many events set up within the Memphis area to provide traffic safety messaging that will impact this area. Through contracted events with Alliance Sports Marketing, the Memphis Red Birds baseball team will host a "Highway Safety Night" before October 31. This event will allow trained individuals to interact with the public regarding impaired driving and receive survey results that could better direct the messaging of this important safety target. The Delta Fair in Memphis will be held September 2-4, 2023, and trained members will emphasize seatbelt safety during this event. Attendees will complete surveys to help with messaging. Finally, the Southern Heritage Classic will address impaired driving. The mission of the Southern Heritage Classic is to provide an annual cultural celebration as the premier sports and entertainment event in Memphis that creates a strong economic impact and promotes higher education. This longtime event will be held September 7-9, 2023. The THSO, through partnerships, will have a booth to encourage good highway safety behaviors interactively in addition to paid media. The paid media will include a 30-second commercial to be aired during the game, a full-page of advertising within their program guide, and, provided at no cost to the THSO, all attendees who purchase alcohol will have a wristband that shows "Booze It or Lose It" to remind them not to drive drunk.

The highway safety office will determine more events and contracts to allow for interaction and engagement with this identified population.

The Memphis community indicated through survey results that seatbelt safety, impaired driving, and speed were areas of concern. The respondents also indicated that additional enforcement, along with additional media, could change behaviors. A few other items were also noted (these are mentioned above) and will be reviewed by the highway safety office as ways to interact with the community. With this information, the THSO will engage with the Memphis community by utilizing the targeted approaches of law enforcement engagement along with utilizing our regional LEL to participate in local community events.

## ONGOING ENGAGEMENT PLANNING

Through data analysis, the THSO has identified initial communities to engage with geographically in order to understand concerns, explore alternative solutions, and identify potential new opportunities. The THSO will continue to utilize survey data and SVI information to determine communities of overrepresented populations.

**Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest. These targeted communities would include: the Black/African American community for West Tennessee, the Hispanic/Latino community and young drivers for Middle Tennessee, the young driver population for the Cumberland Region, and the Hispanic/Latino community for the East Tennessee.**

- **To expand work with law enforcement agencies, which currently receive grants, by including community collaboration efforts.**
- **To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.**

In addition, the THSO plans to continue with its survey; however, as multiple areas have been determined based on census data to be Hispanic, the survey will be translated into Spanish. Along with translating the survey, a more targeted approach to reach this will allow the highway safety office to better understand the needs of this underserved community.

Smaller, more targeted surveys will also be developed in Spanish and English. These surveys will be centered around a specific issue, such as occupant protection at child passenger safety events. A QR code will be generated and added to the material to allow caregivers to take a brief 5-7 minute survey while technicians assist them with installing a child restraint device. In the same thought, a quick survey will be available for individuals to complete during a CarFit exam to allow members of the older driver population to provide their views. Tennessee has seen a number of older driver crashes. These individuals are generally not as technically savvy. By getting their input at events such as CarFit, it allows for personnel to assist them. Pending upcoming challenges, it will be the intent of the highway safety office to continue developing these targeted surveys to individual behaviors or highway users.

Some accessibility factors that will be taken into account is ensuring that all individuals, regardless of mobility, have the ability to take part in CarFit/Car Seat Check events. In addition, it will be the intent of the highway safety office to utilize translators (ASL or foreign languages as necessary) to ensure that effective communication can occur. When needed, picture books can be utilized to help when translators are not available. In addition, immersive reading capabilities will be provided on any and all surveys released by the THSO.

The THSO also plans to utilize individuals who are already contracted to work events and provide QR codes for surveys. This will allow the highway safety office to get into targeted communities by way of county fairs or local events.

Below are the areas and events in each region the THSO plans to engage with.

### ***East - Morristown***

The affected Morristown community will be the Hispanic or Latino population, a traditionally underserved community, from young children to older adults. The feedback provided to us through thoughtful, public engagement will help the THSO to determine new partners and partnerships in this area. Other data sets will also be explored which could include ETC and Tennessee Public Health Data.

Due to the survey respondent's answers, the THSO will utilize multiple countermeasures listed within this document. The THSO will utilize multiple enforcement countermeasures, including seat belt, impaired driving, and police traffic services (with an emphasis on speeding/aggressive driving). The survey respondents for the Morristown community were greatly in favor of the statement that additional enforcement for these behaviors could have an influence. The THSO will also utilize multiple communication (media) countermeasure strategies to include seat belt safety, speeding prevention, and impaired driving prevention. The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar to promote the safety messages during the selected times of the year. More information on how media will be utilized is listed within each "Communications - Media" countermeasure strategies. In addition, the child passenger safety countermeasure will be a resource that we promote within this community with occupant protection.

The THSO plans to work with the local high school to plan and promote a "Traffic Safety Night" during the upcoming football season. This game will be held at a home football game, and through partnerships with local law enforcement, the regional LEL will provide interactive events, along with educational material in both Spanish and English to attendees. The interactive events will include the regional seatbelt convincer and trained law enforcement officers hosting standard field sobriety testing with fatal vision goggles. ADA compliance will be ensured. Feedback from attendees will help by determining communication methods to best reach the demographic that is being targeted in this community as an underserved population.

Another avenue the THSO will use to engage with the Morristown community is the local Hamblen County Fair. The fair will be held July 13-15, 2023. Through a contract with Alliance Sports Marketing, the THSO will engage with the community through surveys and discussion to see what areas of traffic safety are concerns for the citizens and what solutions they may have. The “Buckle Up in Your Truck” messaging will be the primary traffic safety message discussed in addition to interactive games being played.

The Morristown community indicated through survey results that impaired driving and speed were areas of concern. The respondents also indicated that additional enforcement, along with additional media, could change behaviors. A few other items were also noted (these are mentioned above) and will be investigated by the highway safety office as ways to interact with the community. With this information, the THSO will engage with the Morristown community by utilizing the targeted approaches of law enforcement engagement along with utilizing our regional LEL to participate in local community events.

### ***Cumberland - Cookeville***

The affected Cookeville community will be the young adult population (aged 14-20). The feedback provided to us through thoughtful, public engagement will help the THSO to determine new partners and partnerships in this area. Other data sets will also be explored which could include ETC and Tennessee Public Health Data.

Due to the survey respondent’s answers, the THSO will utilize multiple countermeasures listed within this document. The THSO will utilize multiple enforcement countermeasures, including seat belt, impaired driving, and police traffic services (with an emphasis on speeding/aggressive driving). The survey respondents for the Cookeville community were greatly in favor of the statement that additional enforcement for these behaviors could have an influence. The THSO will also utilize multiple communication (media) countermeasure strategies to include seat belt safety, speeding prevention, and impaired driving prevention. The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar to promote the safety messages during the selected times of the year. More information on how media will be utilized is listed within each “Communications - Media” countermeasure strategies.

The THSO plans to work with the local high school to plan and promote a “Traffic Safety Night” during the upcoming football season. This game will be held at a home football game, and through partnerships with local law enforcement, the regional LEL will provide interactive events, along with educational material to attendees. The interactive events will include the regional seatbelt convincer and trained law enforcement officers hosting standard field sobriety testing with fatal vision goggles.

The Cookeville community indicated through survey results that seatbelt safety, impaired driving and speed were areas of concern. The respondents also indicated that additional enforcement, along with additional media, could change behaviors. A few other items were also noted (these are mentioned above) and will be reviewed by the highway safety office as ways to interact with the community. With this information, the THSO will engage with the Cookeville community by utilizing the targeted approaches of law enforcement engagement along with utilizing our regional LEL to participate in local community events.

### ***Middle - Nashville (Antioch)***

The Nashville affected community will be the Hispanic or Latino population, a traditionally underserved community, from young children to older adults. The feedback provided to us through thoughtful, public engagement will help the THSO to determine new partners and partnerships in this area. Other data sets will also be explored which could include ETC and Tennessee Public Health Data.

Due to the survey respondent's answers, the THSO will utilize multiple countermeasures listed within this document in this area. The THSO will utilize two of the enforcement countermeasures, impaired driving and police traffic services (with an emphasis on speeding/aggressive driving). The THSO will also utilize multiple communication (media) countermeasure strategies to include speeding prevention and impaired driving prevention. In addition, the child passenger safety countermeasure will be a resource that we promote within this community. The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar to promote the safety messages during the selected times of the year. More information on how media will be utilized is listed within each "Communications - Media" countermeasure strategies. Other countermeasures, as the THSO interacts with the community, may be deemed to be of value and will be input into the overall strategy of reaching this targeted community.

The THSO has many events set up within the Nashville area to provide traffic safety messaging that will impact this area. On June 23, 2023, a "Rule the Road" event was held in the Nashville area. This event allowed young, inexperienced drivers to get behind the wheel with trained professionals. For this event, the highway safety office worked with the Department of Children Services to ensure that foster children were given priority to attend the event. A child passenger safety car check event is planned to be held in September in conjunction with child passenger safety week. This event will be held in the Antioch area with translators in attendance to help the Hispanic or Latino population. Along with this, the intent is to host a CarFit event to help the older driver population "fit" their vehicle better. This event will be coordinated with a partner agency to help staff and provide child passenger safety seats as necessary.

The Sounds baseball team will host a "Highway Safety Night" before October 31. This event will

allow trained individuals to interact with the public on the manner of impaired driving and receive survey results that could better direct the messaging of this important safety target. The Music City Grand Prix is an open-wheel race event held in downtown Nashville with a number of individuals from all over the city attending at separate times. The event will be held from August 4-6, 2023. Alliance will manage a booth where the primary message of “Fans Don’t Let Fans Drive Drunk” will be utilized. This booth will be interactive, allowing trained professionals to interact with safety games. In addition, surveys will enable individuals to provide their thoughts on messaging. Finally, the highway safety office contracts with the Nashville Soccer Club, a major league soccer team located in southeast Nashville, to promote safe driving. During every home game, the highway safety office co-sponsors a “Designate a Driver” program where individuals pledge not to drink and be designated drivers. In addition, 96.7 (El Jefe Radio) provides two live reads during each game and two 30-second radio spots. The THSO also receives one post 30-second spot in addition to social media posts.

The THSO plans to host a joint child passenger safety car seat event with an older driver CarFit event in the Antioch area. While all individuals are welcome to attend, the target audience will be the Hispanic/Latino population. The goal will be to have as many bilingual technicians of both groups on-site to provide the best level of assistance. For those technicians that are not bilingual, the THSO plans to work with local entities to be able to provide translators to assist. The THSO plans to coordinate with the Tennessee Trucking Foundation to provide child restraint devices for those families in need. Other accessibility features will also be taken into account to ensure that everyone of all mobility types can take part in the event.

The highway safety office will determine more events and contracts to allow for interaction and engagement with this identified population.

The Nashville community indicated through survey results that impaired driving and speed were areas of concern. The respondents also indicated that additional enforcement, along with additional media, could change behaviors. A few other items were also noted (these are mentioned above) and will be reviewed by the highway safety office as ways to interact with the community. With this information, the THSO will engage with the Nashville (Antioch) community by utilizing the targeted approaches of law enforcement engagement along with utilizing our regional LEL to participate in local community events.

The Memphis affected community will be the African American/Black population, a traditionally underserved population, from young children to older adults. The feedback provided to us through thoughtful, public engagement will help the THSO to determine new partners and partnerships in this area. Other data sets will also be explored which could include ETC and Tennessee Public Health Data.

Due to the survey respondent's answers, the THSO will utilize multiple countermeasures listed within this document. The THSO will utilize multiple enforcement countermeasures, including seat belt, impaired driving, and police traffic services (with an emphasis on speeding/aggressive driving). The survey respondents for the Memphis community were greatly in favor of the statement that additional enforcement for these behaviors could have an influence. In addition, the child passenger safety countermeasure will be a resource that we promote within this community. The THSO will also utilize multiple communication (media) countermeasure strategies to include seat belt safety, speeding prevention, and impaired driving prevention. The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar to promote the safety messages during the selected times of the year. More information on how media will be utilized is listed within each "Communications - Media" countermeasure strategies. Other countermeasures, as the THSO interacts with the community, may be deemed to be of value and will be input into the overall strategy of reaching this targeted community.

The THSO has many events set up within the Memphis area to provide traffic safety messaging that will impact this area. Through contracted events with Alliance Sports Marketing, the Memphis Red Birds baseball team will host a "Highway Safety Night" before October 31. This event will allow trained individuals to interact with the public regarding impaired driving and receive survey results that could better direct the messaging of this important safety target. The Delta Fair in Memphis will be held September 2-4, 2023, and trained members will emphasize seatbelt safety during this event. Attendees will complete surveys to help with messaging. Finally, the Southern Heritage Classic, a football game held between two historically black college or universities, will address impaired driving. The mission of the Southern Heritage Classic is to provide an annual cultural celebration as the premier sports and entertainment event in Memphis that creates a strong economic impact and promotes higher education. This longtime event will be held September 7-9, 2023. The THSO, through partnerships, will have a booth to encourage good highway safety behaviors interactively in addition to paid media. The paid media will include a 30-second commercial to be aired during the game, a full-page of advertising within their program guide, and provided at no cost to the THSO, all attendees who purchase alcohol will have a wristband that shows "Booze It or Lose It" to remind them not to drive drunk.

The highway safety office will determine more events and contracts to allow for interaction and engagement with this identified population.

The Memphis community indicated through survey results that seatbelt safety, impaired driving, and speed were areas of concern. The respondents also indicated that additional enforcement, along with additional media, could change behaviors. A few other items were also noted (these are mentioned above) and will be reviewed by the highway safety office as ways to interact with the community. With this information, the THSO will engage with the Memphis community by utilizing the targeted approaches of law enforcement engagement along with utilizing our regional LEL to participate in local community events.

From conversations with young drivers of the Middle Tennessee “Rule the Road” event and their parents, it was determined that traditional social media is not a primary source of reaching this young group. As such, the highway safety office is currently investigating other digital avenues to reach this group for messaging purposes.

From the feedback provided through conversations, the THSO plans to have two Rule the Road events in each of the four LEL regions in order to reach a wider array of young drivers. These events are very hands-on and allow young drivers to see the consequences of deadly behaviors in a safe environment. Equipment such as distracted driving stations, impaired driving goggles, large truck simulators, and other traffic safety equipment will be utilized. All events will ADA compliant and necessary translators will be utilized, if required.

The THSO will also utilize ReduceTNCrashes and SADD chapters to ensure that the feedback of peer-to-peer messaging and education is provided in areas in which the number of young drivers crashes are over-represented in the number of overall crashes.

The THSO will continue to review SVI data to ensure that crashes and fatalities are not more of an issue in specific communities. All information will then be utilized to gain entry into these communities to help better serve them in highway safety matters.

## CHALLENGES TO CURRENT AND ONGOING ENGAGEMENT PLANNING

The THSO faces many challenges in starting, and continuing, meaningful community engagement effectively. One challenge was that the 23 CFR Part 1300 Final Rule was not published until February 6, 2023. This gave the highway safety office five months to review data, determine underserved communities (and what constituted an underserved community), and conduct initiatives to start the process. The THSO determined that a survey was the best and most feasible option due to time constraints. Even with this plan, time was needed to devise the survey, receive the necessary approvals to release the survey, time for the survey to run, and finally, time to process the results of the survey to start implementing events to address the issues that arose.

In addition, limited funding sources also pose a challenge. Currently, only Planning and Administration (P&A) funding is allowed for engagement efforts. While the THSO believes that effective community engagement will help reduce fatalities, only a few individuals in the highway safety office are funded through P&A. Even fewer can direct ongoing engagement planning with affected communities.

The THSO recognizes that federal regulations increased the percentage of funds that can be used for P&A; however, there are limitations on matching that increased amount from the state. Additionally, if the state approves an increased match, it takes time for the funds to be available to the highway safety office as the budget for the next fiscal year is already set.

Due to these funding limitations, the THSO cannot currently address all of the community engagement goals as efficiently as desired. Examples of future goals for the highway safety office include, but are not limited to:

- Utilize hands-on activities to engage communities that have not been reached in the past to encourage conversation and feedback.
- Increase engagement through faith-based community organizations and houses of worship by participating in events that link law enforcement, communities, and safety professionals.
- Consult with individuals or organizations representing people with disabilities, including but not limited to the deaf or hard of hearing community and the low vision and visually impaired community.
- Build out the task forces and coalitions to include more community partners from underrepresented and low-income areas.

The highway safety office hopes that with more discussion, the use of section 402 funding will be expanded beyond P&A only. This will allow the THSO, and other states, to provide the resources necessary to engage in meaningful community engagement with underserved and overrepresented populations in Tennessee.



# PLANNING AND ADMINISTRATION

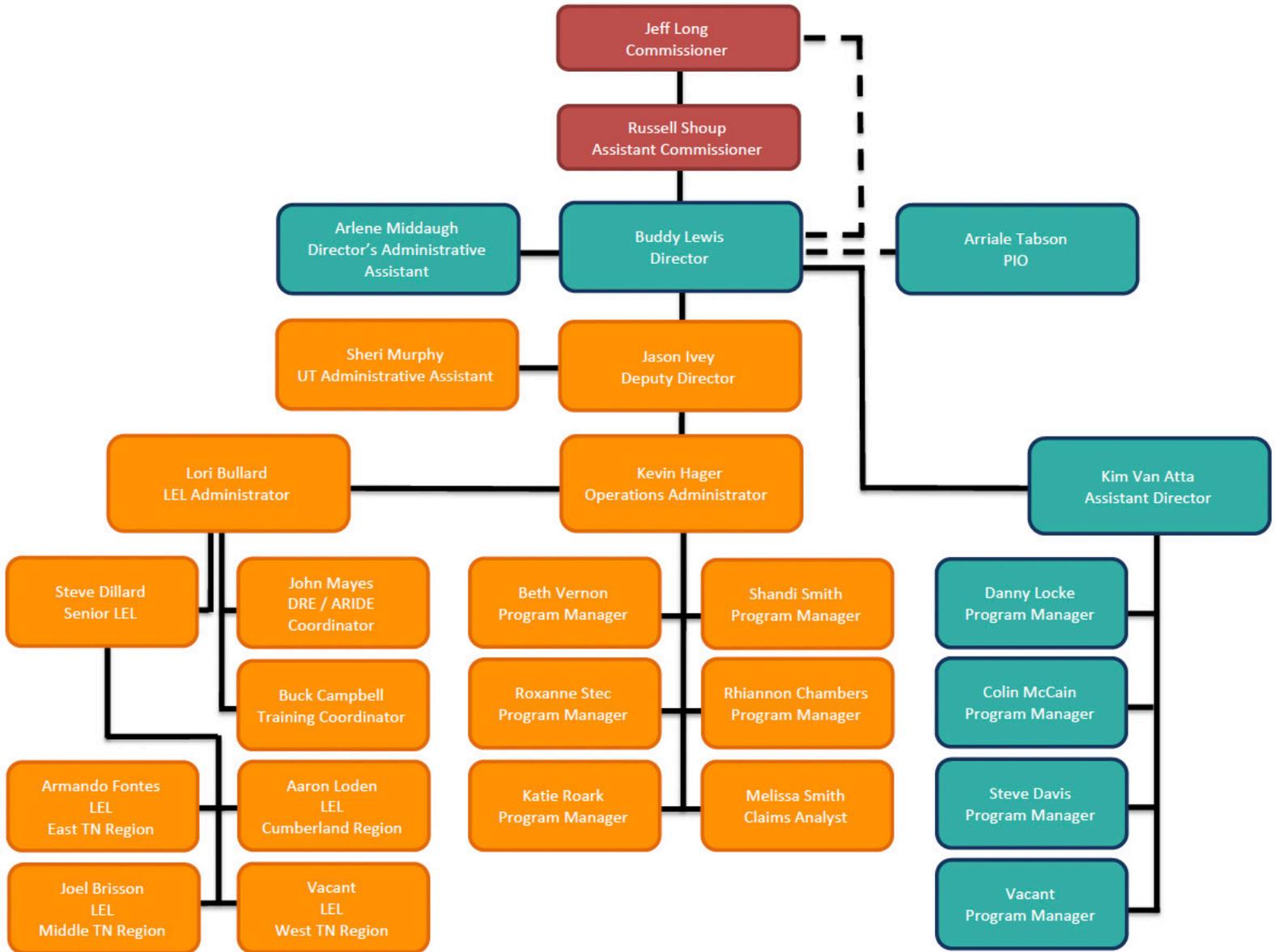
In an effort to reduce fatalities and serious injuries on Tennessee roads, the THSO administers programs focusing upon the behavioral aspects of highway safety through partnerships with law enforcement, judicial personnel, and community advocates. The objectives of the THSO are to:

- Develop and prepare the Highway Safety Plan (HSP) and develop and prepare additional plans as required.
- Establish priorities for highway safety funding.
- Develop and prepare the Annual Report.
- Provide information and assistance to prospective grantees on program benefits, procedures for participation, and development plans.
- Coordinate and facilitate training and public information activities for grantees.
- Encourage and assist local political subdivisions in improving their highway safety planning and administrative efforts. Review and evaluate the implementation of state and local highway safety funds contained in the approved HSP. Coordinate the HSP with other federally and non- federally funded programs related to highway safety.
- Assess program performance through analysis of data relevant to highway safety planning.
- Utilize all available means for improving and promoting Tennessee's highway safety program
- Complete the monitoring of contracts and grants.
- Produce annual operating budgets and develop biennial budget strategies.
- Deliver programs that effectively change the knowledge, attitude, and behavior of drivers to reduce crashes, injuries, and deaths.

A 50 percent state match is provided for state employee resources to complete the above objectives. An organizational chart by funding source of the highway safety office as of July 1, 2023, can be found on the following page.

**The mission of the  
Tennessee Highway Safety Office  
is to reduce Tennessee traffic  
fatalities as part of the nation's  
vision Toward Zero Deaths.**

# TENNESSEE HIGHWAY SAFETY OFFICE ORGANIZATIONAL CHART



## Legend

Red – State Funded, TDOSHS  
Senior Management

Teal – State Funded, THSO Staff

Orange – Grant Funded, THSO Staff

The LEL program provides short- and long-term planning and management practices from the Police Traffic Services program in Tennessee. The program includes an LEL Administrator that supervises the LEL program and reports directly to the Deputy Director of the highway safety office. There are four LELs located regionally throughout the state, along with a Statewide Training Coordinator and a Statewide Drug Recognition Expert (DRE) and Advanced Roadside Impaired Driving Enforcement (ARIDE) Training Coordinator. A Senior LEL provides direct supervision of the four regional LELs and reports directly to the LEL Administrator. The THSO offers traffic safety training to law enforcement officers, other traffic safety advocates, and stakeholders. The program provides coordination for all major campaigns funded by federal, state, and local resources. Each LEL and the training coordinators have a training responsibility related to highway safety enforcement and prevention. The program also assists grantee agencies in meeting their goals within highway safety and maintains a communication link between the agencies and program managers within the THSO.

The LEL program encourages widespread participation in national and state traffic safety campaigns. Increased traffic enforcement positively impacts driver awareness and behavior on the roads. This program administers the police traffic services program, including project development and implementation. It also develops training, coordinates special programs, and promotes law enforcement technology and resources. The LELs participate in conferences, conduct training, and involve themselves with various highway safety subcommittees such as Pedestrian and Bicycle Safety groups and Traffic Safety Task Forces. Additional responsibilities include promoting traffic enforcement strategies and related best practice policies with state and local law enforcement to strengthen the THSO's mission and make the roadways safer. The LELs promote safe driving habits by assisting with education and outreach to older drivers through L.E.A.D.S., CarFit, Yellow Dot, and Drivers Orientation Screen for Cognitive Impairment (DOSCI) Law Enforcement questionnaires. They also support teen driver programs such as Ford's Safe Driving Skills and Alliance's "Rule the Road."

## FUNDING CONSIDERATIONS

Planning and administration funds provide the staff and resources to implement and manage highway safety programs to meet the goals and objectives of the highway safety office to reduce crashes, injuries, and fatalities on Tennessee roadways. Further, staff identify their highway safety problems using data, evaluate safety programs and activities, and provide technical assistance and training to grantees across the state. The Commissioner of the TDOSHS serves as the designated governor's highway safety representative, while the director of the THSO fulfills the role of the state's coordinator of activity. The THSO employs a planning and administration staff of eight full-time state employees. The THSO employs 17 full-time positions funded by a University of Tennessee grant.

## ESTIMATED FUNDING

### State of Tennessee

Source	Funding Source ID	Eligible Use of Funds	Estimated Federal Funding Amount
2023	BIL Act NHTSA 402	Planning and Administration	\$500,000
2024	BIL Act NHTSA 402	Planning and Administration	\$500,000
2025	BIL Act NHTSA 402	Planning and Administration	\$500,000
<b>Total Over Three-Years</b>			<b>\$1,500,000</b>

### University of Tennessee

Source	Funding Source ID	Eligible Use of Funds	Estimated Federal Funding Amount
2023	154 Transfer Funds	154	\$600,000
2023	BIL 405d Impaired Driving Mid	405d Low Other Based on Problem ID (BIL)	\$500,000
2023	BIL NHTSA 402	Police Traffic Services (BIL)	\$2,300,000
2024	154 Transfer Funds	154	\$600,000
2024	BIL 405d Impaired Driving Mid	405d Low Other Based on Problem ID (BIL)	\$500,000
2024	BIL NHTSA 402	Police Traffic Services (BIL)	\$2,300,000
2025	154 Transfer Funds	154	\$600,000
2025	BIL 405d Impaired Driving Mid	405d Low Other Based on Problem ID (BIL)	\$500,000
2025	BIL NHTSA 402	Police Traffic Services (BIL)	\$2,300,000
<b>Total Over Three-Years</b>			<b>\$10,200,000</b>



## PROGRAM AREA: POLICE TRAFFIC SERVICES

### PROBLEM ID

According to America's Rural Roads: Beautiful and Deadly, a report from the Governors Highway Safety Association (GHSA) funded by State Farm, almost half of all fatal crashes in the United States occur on rural roads though only 19 percent of the U.S. population lives in rural areas. Tennessee has 95 counties, 78 considered rural by the University of Tennessee Boyd Center for Business and Economic Research.

Many factors can play a part in these roadways' high number of crashes. The lack of safety resources, simpler roadways infrastructure, poor emergency medical service, and, to a significant extent, risky driver behaviors all play a part in how dangerous rural roadways can be. Tennessee utilizes the campaign "Buckle Up in Your Pickup Truck" due to the number of unrestrained seat belt crashes found in rural areas. GHSA reports that nationwide, "more than half (58%)

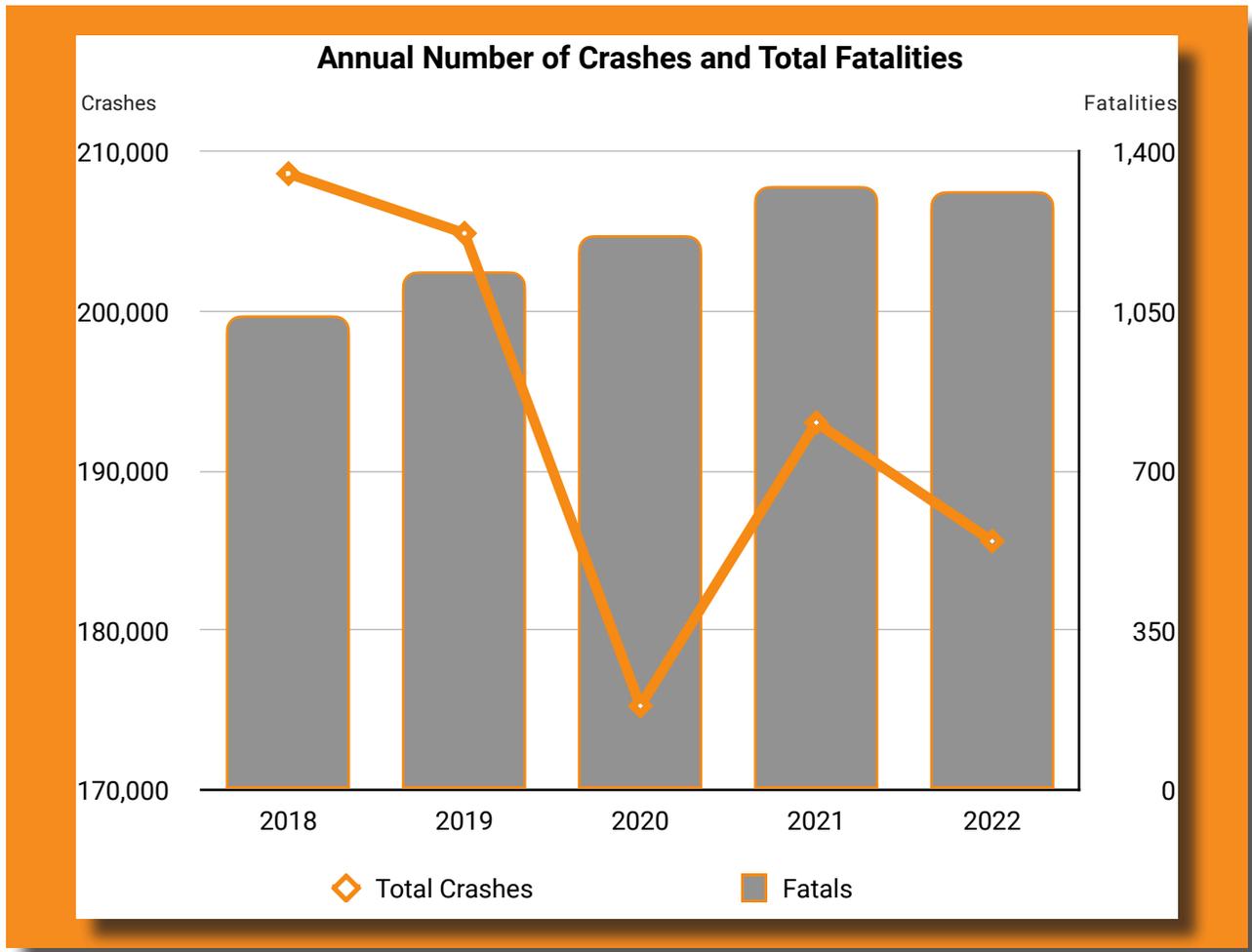
of motor vehicle occupants killed in rural road crashes were unrestrained" (Raymond, 2022). Other behavioral issues, including impaired, speeding, and distraction, also play a massive part in the high number of crashes.

The mission of the THSO is to reduce Tennessee traffic fatalities as part of the nation's vision Toward Zero Deaths. The THSO works to achieve this goal by changing driver behavior through increased education, enforcement, and community partnerships. Enforcement is the foundation of the mission. The THSO provides statistics to law enforcement agencies across the state to assist them with allocating staffing to maximize effectiveness. By analyzing data, agencies can identify the days, times, and areas where most crashes occur and focus enforcement efforts on these areas. Successful use of the data and the effectiveness of the enforcement effort can be measured by the number of critical and fatal crashes in those areas after enforcement campaigns have been deployed. Program strategies have been chosen based on countermeasures that are known to be effective. This

**...almost half of all fatal crashes  
in the United States occur on rural  
roads though only 19 percent of the  
U.S. population lives in rural areas.  
-GHSA**

allows law enforcement to be proactive as opposed to the more traditional practice of being reactive after a crash occurs. Activities and techniques such as sobriety checkpoints, saturation patrols, and campaign participation provide enforcement action relative to locations identified by crash and belt data.

The table below shows the annual number of crashes and total fatalities in Tennessee from 2018 to 2022.

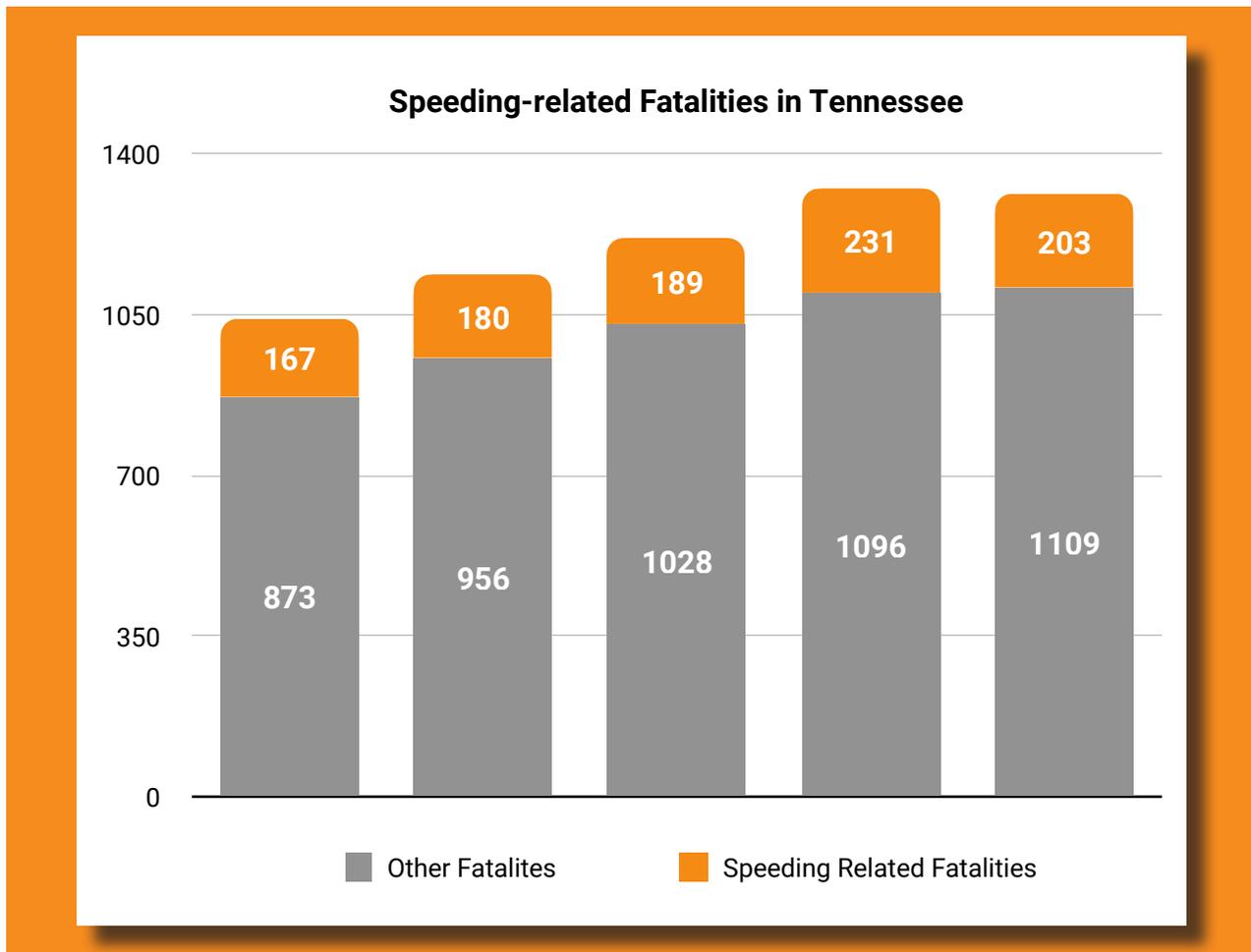


Source:  
 2018 - 2021 data, NHTSA. State Traffic Safety Information. Online at <https://cdan.nhtsa.gov/stsi.htm#>, accessed 28 Apr 2023.  
 After 2021, TN Dept. of Safety and Homeland Security, TITAN Business Unit, 28 Apr 2023. (FTS)

NHTSA considers a crash to be speeding-related if any driver in the crash was charged with a speeding-related offense or if a law enforcement officer indicated that racing, driving too fast for conditions, or exceeding the posted speed limit was a contributing factor in the crash. A speeding-related fatality is any fatality that occurs in a speeding-related crash. Speed also affects your safety even when driving at the speed limit but too fast for road conditions, such as during bad weather, when a road is under repair, or in an area that isn't well-lit at night. Speeding endangers

not only the life of the speeder but all of the people on the road around them, including law enforcement officers. Speeding has been involved in approximately one-third of all motor vehicle fatalities for more than two decades. In 2020 there were 11,258 fatalities in crashes where at least one driver was speeding, 29 percent of total traffic fatalities for the year. Additionally, 35 percent of male drivers in the 15 to 20-year-old age group and 18 percent of female drivers in the 21-24-year-old age group involved in fatal crashes in 2020 were speeding, the highest among the age groups. (Speeding, 2022)

The following chart shows fatalities caused by speed in Tennessee compared to overall fatalities from 2018 to 2022.



Source:  
2018 - 2021 data, NHTSA. State Traffic Safety Information. Online at <https://cdan.nhtsa.gov/stsi.htm#>, accessed 28 Apr 2023.  
After 2021, TN Dept. of Safety and Homeland Security, TITAN Business Unit, 28 Apr 2023. (FTS)

Aggressive drivers are high-risk drivers. They are more likely to drink and drive, speed, or drive unbelted even when not being aggressive. They often behave as though their vehicle provides anonymity, allowing them to take out driving (and non-driving related) frustrations on others. As a result, their frustration levels are high, and their concern for other motorists is low; they consider vehicles as objects and fail to consider the human element involved. Roadway congestion is a major contributing factor to driver frustration and a trigger to aggressive driving behaviors.

Aggressive driving is generally considered to consist of combinations of several high-risk behaviors, which, taken individually, do not represent aggression. These behaviors include the following:

- Disregarding traffic signs and signals,
- Following too closely or tailgating,
- Erratic and improper passing,
- Improperly signaling lane changes,
- Disobeying red lights and flashing lights,
- Reckless, careless, or inattentive driving, and
- Driving with a suspended license.

## PERFORMANCE TARGET

Performance Measure Name Target	Target Metric Type	Target Start Year	Target End Year	Target
		<b>2024</b>	<b>2026</b>	169
<b>C.6 Number of Speeding-Related Fatalities</b>	Numeric	2024	2024	185
		2025	2025	176
		2026	2026	169

## PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO's overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

It is the intent of the THSO to utilize the police traffic services enforcement countermeasure and the communications (media) - speeding prevention countermeasure within the identified communities (for more information on these identified communities review the Public Participation and Engagement Plan section).

The countermeasures are defined in more detail within this section.

## COUNTERMEASURE: POLICE TRAFFIC SERVICES ENFORCEMENT

### *Project Safety Impact*

Police traffic services grants are highly effective in reducing traffic-related injuries and fatalities through prevention efforts, public information, education, selective enforcement countermeasures, and the community's public or private resources to identify and address all of its significant traffic safety problems. These comprehensive programs achieve a significant and long-lasting impact in reducing fatal and injury crashes. However, law enforcement agencies must organize an effective community-based program by involving public agencies, private sector organizations, and private citizens to maximize program effectiveness.

Police traffic services include the following: enforcement of traffic laws, training in traffic enforcement skills, crash and injury prevention activities such as leadership and outreach in communities to encourage seat belt and child safety seat use, use of helmets, and use of protective gear, and support for community-based efforts to address impaired driving, occupant protection, speed violations, distracted driving, aggressive drivers, and other unsafe driving behaviors.

High visibility enforcement (HVE) should be conducted in locations chosen based on data. Enforcement should be in areas easily visible to the motoring public and indicate specific enforcement needs due to crashes or crime. Using geo-mapping to identify "hot spots" – areas of a high incidence of crimes and crashes – helps target locations where law enforcement can play two roles: deter criminal activity and reduce crashes.

Choosing a location that is a high-volume traffic area will assist with the visibility of enforcement efforts; people will see officers enforcing traffic laws. This helps create general deterrence and voluntary compliance with laws.

HVE combines law enforcement, visibility elements, and a publicity strategy to educate the public and promote voluntary compliance with the law. Checkpoints, saturation patrols, roving patrols, and other HVE strategies enable these efforts to be successful. Measured outcomes included increased publicity and written warnings to the public.

Enforcement activities can include, but are not limited to, the following:

- Saturation Patrols - Increased officers conducting enforcement in a targeted area to gain voluntary compliance with traffic laws and create general deterrence to prevent traffic violations. Note: increased enforcement must be visible to the motoring public; they must see officers making traffic stops.
- DUI Checkpoints - One purpose of a DUI checkpoint is to increase the perceived risk of detection and arrest for individuals who might otherwise decide to engage in unsafe driving behavior. This is a checkpoint's general deterrence effect. The fact that all, or a proportion of, vehicles are stopped reduces the impaired driver's confidence that they can avoid detection

by concealing or compensating for alcohol or drug impairment.

- Wave Enforcement - Includes increased enforcement of a specific traffic violation in a targeted location for a short period of time that occurs periodically. Wave enforcement should coordinate with specialized campaigns such as Booze It and Lose It and NHTSA's Drive Sober or Get Pulled Over.
- Multi-Jurisdictional - The multi-jurisdictional approach is a critical countermeasure in traffic safety. By having more participating agencies, a greater police presence is created, which in turn creates general deterrence because it increases the risk (or perceived risk) that the motoring public will be caught. The enforcement must be highly visible and include an equal balance of enforcement and publicity.

To strengthen state safety initiatives on the local level and to achieve community support for them, the LELs in Tennessee established 22 law enforcement networks across the state. These networks are comprised of 23 law enforcement officers from agencies in groups of adjacent counties who hold regular meetings to discuss safety initiatives in their areas.

### ***Linkage to Program Area***

The police traffic services program focuses on support for community-based efforts to address impaired driving, occupant protection, work zone safety, speed violations, distracted driving, aggressive driving, motorcycle safety, and other unsafe driving behaviors. The grants effectively reduce traffic crashes through selective enforcement and education. The HVE concept is a departure from traditional law enforcement traffic enforcement tactics. HVE incorporates enforcement strategies, such as enhanced patrols using visibility elements (e.g., electronic message boards, road signs, command posts, mobile sobriety checkpoint operations, etc.) designed to make enforcement efforts evident to the public. A coordinated communication strategy and publicity support it. HVE may also be enhanced through multi-jurisdictional efforts and partnerships between people and organizations dedicated to the traffic safety of their community.

HVE will be conducted at "hot spot" locations by analyzing crashes, citations, crime, and other data. It combines highly visible and proactive law enforcement (e.g., saturation patrols, checkpoints, waves, multi-jurisdiction) with visibility elements (e.g., roadside signage, marked vehicles, mobile command posts) and publicity (e.g., press releases, billboards, flyers, social media) that educates the public about the dangers of unsafe driving and increased enforcement to promote voluntary compliance with the state's traffic safety laws (e.g., occupant restraint, DUI, speeding, texting) resulting in fewer crashes.

By bolstering, strengthening, and encouraging the growth of the current law enforcement networks, the network program significantly promotes and strengthens response to the THSO's highway safety programs. Network meetings serve as an essential tool in training area law enforcement officials to implement the safety programs. In addition, the increased cooperation and communication among neighboring communities benefit the counties, the networks, and the state.

Targeted traffic law enforcement has been shown to be effective. Tennessee utilizes many targeted enforcement strategies to decrease fatalities and serious injuries on our roadways, including but not limited to speeding and aggressive driving. HVE can be found as an effective strategy in several areas of *Countermeasures that Work, Tenth Edition*. For this reason, Tennessee utilizes HVE throughout the entirety of the grant year. The networks will continue to strengthen highway safety partnerships and encourage participation in enforcement campaigns to decrease the number of crashes, injuries, and fatalities on Tennessee’s roads.

The following are strategies from Countermeasures that Work that Tennessee utilizes:

- Impaired driving
  - 2.2 High-Visibility Saturation Patrols
  
- Occupant protection
  - 2.1 Short-Term, High-Visibility Seat Belt Law Enforcement
  - 2.2 Integrated Nighttime Seat Belt Enforcement
  - 2.3 Sustained Enforcement
  
- Speeding and speed management
  - 2.2 High-Visibility Enforcement

**Funding Consideration**

The highway safety office intends to fund law enforcement agencies, both local and state, to target the overall problem of fatalities and serious injury crashes on the roadways with an emphasis, if the agency determines it to be so, on speed and aggressive driving.

**ESTIMATED BUDGET: POLICE TRAFFIC SERVICES ENFORCEMENT**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Police Traffic Services (BIL)	\$3,265,000
2024	BIL NHTSA 402	Police Traffic Services (BIL)	\$3,265,000
2025	BIL NHTSA 402	Police Traffic Services (BIL)	\$3,265,000
<b>Total Over Three-Years</b>			<b>\$9,795,000</b>

## COUNTERMEASURE: COMMUNICATIONS (MEDIA) - SPEEDING PREVENTION

### *Project Safety Impact*

The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar. This plan requires cohesive collaboration to reinforce Tennessee laws and change driver behavior. The THSO has engaged in a state interagency contractual agreement with Tennessee Technological University (TTU) to provide media buying, marketing, and advertising services in an effort to facilitate behavioral change. Services include feature design, production, purchasing, and administrative reconciliation to assist the state in informing and educating the public on traffic safety issues. The primary services encompass the purchasing and creation of audio spots (radio and streaming), television (network and cable) time, social media, digital advertising (display, pre-roll, native, and Over-the-Top Television [OTT]), cinema ads, and Out-of-Home (OOH) to dispense various THSO traffic safety-related messages.

TTU will employ a data-driven approach for media buys utilizing statewide crash and fatality statistics to most effectively engage the target audience, Tennesseans 16 to 32 years old, thereby reducing fatalities, injuries, and associated economic losses resulting from traffic crashes.

The THSO's earned media efforts are comprised of the following: traditional news media, digital news media, and social media. The THSO will continue to pitch traditional news outlets like local radio, television, and print newspapers; however, the THSO will substantially increase digital communications and social media efforts as internet technology advances.

The THSO often collaborates with traffic safety partners and community advocates to host press events during media campaigns. A press event is a tactic used to increase community support, personalize the enforcement message, localize the issue, and spread awareness for crash victims and families of crash victims. All THSO press events are video recorded, uploaded to YouTube, and posted to social media.

The THSO website, TNTrafficSafety, serves as the primary resource for THSO's digital assets. The site provides Tennessee traffic crash data, THSO news and information, event calendars, educational resources, and more.

In advance of every month, the THSO builds a digital social media calendar using a Google spreadsheet. This spreadsheet is populated with content based on the NHTSA communications calendar. The THSO also develops creative content to capitalize on social media trends, upcoming events, and popular topics. In addition, the THSO often uses social events to apply a relevant traffic safety message. Once approved by THSO management, all content within the social media calendar is scheduled to be posted via Hootsuite, a social media dashboard.

The THSO closely monitors its social media presence using the analytical tools provided by each platform. The THSO's most successful platforms are YouTube, Facebook, and Twitter. Social media reports are generated monthly and shared with the management team for review. This enables staff and management to know which content generated the most interest and engagement.

### ***Linkage Between Program Area***

The speeding campaign will utilize the Slow Down Tennessee message during months with increased speeding-related crashes. The age category targeted is Tennesseans 16-32 years old. The campaigns will include audio spots (streaming), social media, and digital advertising (display, pre-roll, YouTube, Waze, etc.). The measure for advertising outreach will be within the goals and guidelines of frequency and reach set by NHTSA for national paid media campaigns.

The THSO's overall earned media communications goal for speed reduction is to align education, awareness, and enforcement efforts during specific time periods and support paid media strategies as scheduled. The THSO works with Tennessee Tech University iCube to update THSO's speed-related educational materials with current data and information, update the THSO's website as needed, and prepare speed-related messaging for THSO's monthly social media calendars. The THSO will prepare "Slow Down Tennessee" press release templates for agencies conducting speed enforcement during our "Slow Down Tennessee" campaign every year. The THSO may host a press event or create a public service announcement to launch the "Slow Down Tennessee" campaign statewide. The THSO will also share photos and public service announcements created by grantees. Furthermore, the THSO will support local Hispanic communities by inviting Hispanic media outlets to local press events and sharing Spanish marketing materials we have available. The THSO hopes to offer more resources to Spanish-speaking communities as NHTSA is able to provide more Spanish resources for the THSO to share.

### ***Rationale***

According to *Countermeasures That Work, 10th Edition*, Communications and Outreach Supporting Enforcement is an effective strategy (3-stars).

### ***Funding Consideration***

The THSO plans to provide paid educational public service announcements with the message of reducing drivers who speed in an effort to change social norms of high-risk demographics through a number of paid media contracts and a grant agreement through Tennessee Technological University. The intent is also to provide earned media opportunities with messaging to increase education and awareness about speeding in local communities across Tennessee.

## ESTIMATED BUDGET: COMMUNICATIONS (MEDIA) - SPEEDING PREVENTION

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Paid Advertising	\$600,000
2024	BIL NHTSA 402	Paid Advertising	\$600,000
2025	BIL NHTSA 402	Paid Advertising	\$600,000
Total Over Three-Years			\$1,800,000



## PROGRAM AREA: OCCUPANT PROTECTION

### PROBLEM ID

Occupant protection begins with securing all vehicle occupants, at all times, while a vehicle is in motion. The Occupant Protection program in Tennessee is focused on educating the public, law enforcement, family medical providers, childcare providers, public health educators, and families on the traffic safety laws and best practices for using occupant protection systems. Occupant protection refers to vehicle safety features designed to protect occupants in a crash. Features may be active systems, meaning the occupant must physically engage the system, or passive systems, meaning the safety feature will engage automatically without any action on the part of the occupant. For child occupant protection, the caregiver must use a child safety seat that will provide appropriate safety features for a child-sized form. Vehicle seat belt systems pose an increased risk of injury for child occupants who are not meeting the criteria for which occupant protection systems were designed. According to the NHTSA 2020 Fatality Analysis Reporting System (FARS) report, unrestrained passengers accounted for 46 percent of passenger vehicle occupants killed in motor vehicle crashes; Tennessee results show that 47 percent of passengers killed were unrestrained. Research has found that lap and shoulder combination safety belts, when used, reduce the risk of fatal injury to front-seat passenger car occupants by 45 percent and the risk of moderate to critical injury by 50 percent (National Highway Traffic Safety Administration [NHTSA], 2011). NHTSA estimates that safety belts saved nearly 14,955 lives of passenger vehicle occupants aged five and older in the United States in 2017. Child safety seats have been shown to reduce fatal injury by 71 percent for infants (under one year old) and by 54 percent for toddlers (one to four years old) in passenger cars. In light trucks, the corresponding reductions are 58 percent and 59 percent respectively (NHTSA). When riding in the rear seat, 59 percent of passenger fatalities were unrestrained, according to the 2020 FARS report.

Caregivers who visit designated child passenger safety fitting stations, staffed by nationally certified child passenger safety technicians (CPSTs), receive guided hands-on assistance to appropriately follow car seat and vehicle manufacturer instructions on the installation and use of child safety seats. Data collected from visits of concerned caregivers indicate that misuse rates remain consistently high. Data collected by CPSTs during seat checks is reported to the Tennessee Occupant Protection Center through the TNTraffic Safety website reporting system and through the National Digital Car Seat Check Form (NDCF). The Tennessee misuse rate for 2022 remained at 68 percent when data from both systems were compared. The most common misuses include harness fit, loose installation, utilizing two methods of installation simultaneously, and not using any child safety restraint at all. The greatest misuse rate was associated with the lack of use by

children aged four through eight. The Rhea County Sheriff’s Office Safe Journey Program provided education and resources to the Cumberland Region, a rural and primarily underserved community. Data provided by Safe Journey also supports the identified common misuses as listed above. It is imperative to increase seat check activity and streamline data collection for a more accurate representation of misuses to determine critical areas of education. In 2021, AAA and the National Safety Council reported that more than half of all car seats brought in nationwide for inspection to child passenger safety technicians are improperly installed and being used. The general consumer survey revealed that one in five parents and caregivers seek expert help to install a car seat or secure a child in one (AAA Washington, 2022). The NDCF data reveals that there are three common mistakes which include

1. Loose installation
2. Not using the tether on forward-facing car seat installations
3. Loose harness straps on a child.

This data is in line with Tennessee information and reinforces the need to promote the availability of Tennessee Fitting Stations or Inspection Stations staffed by trained CPSTs for all travelers in Tennessee and those traveling through Tennessee.

In 2022, of the 119 fitting station partners, only 29 agency partners submitted seat check and checkpoint data from 25 counties.

**TNTrafficSafety Resource Service CPS Checkpoint Report**

	2020 -2021	2021-2022
Number of check-up events	169	148
Number of new seat installations	308	254
Number of unsafe seats	44	91
Number of seats distributed	291	202
Number of unrestrained children	91	51
Number of seats checked	645	833
Number of seats misused	544	683
Number of seats used correctly	76	126

*NOTE: Only children under four years old are required per T.C.A. 55-9-603 to use a child safety seat. When you restrict the data to this subset of occupants, the variable exhibits highly random characteristics. The number of fatalities under age four is extremely low, and the number using child restraint devices is even lower. The 3- and 5-year moving averages have remained near 50 percent since 2004, and the variance in the data is very high (Std. Error +/- 20 percent).*

*NOTE: Tennessee’s Child Restraint law T.C.A. 55-9-602 ss55- 9-603 requires children through age eight and measuring less than four feet, nine inches in height require the use of a belt-positioning booster seat system meeting fmvss213 standards.*

## PERFORMANCE TARGET

Performance Measure Name Target	Target Metric Type	Target Start Year	Target End Year	Target
<b>C.4 Unrestrained Passenger Vehicle Occupants</b>	Numeric	<b>2024</b>	<b>2026</b>	448
		2024	2024	450
		2025	2025	449
		2026	2026	448
<b>B.1 Observational Seat Belt Usage</b>	Percentage	<b>2024</b>	<b>2026</b>	<b>90.52</b>
		2024	2024	90.50
		2025	2025	90.51
		2026	2026	90.52

## PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO’s overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

It is the intent of the THSO to utilize the occupant protection enforcement countermeasure, the child passenger safety countermeasure, and the communications (media) - occupant protection countermeasure within the identified communities (for more information on these identified communities review the Public Participation and Engagement Plan section).

The countermeasures are defined in more detail within this section.

## COUNTERMEASURE: CHILD PASSENGER SAFETY

There are 1,109 Child Passenger Safety Technicians in Tennessee, and less than 1 percent currently identify with the designation of Spanish speaking. With the population growth of Spanish-speaking residents in Tennessee, we must respond by identifying, increasing, and maintaining the availability of bilingual CPSTs in outreach to the second largest demographic, Hispanic or Latino, in the state. Once identified, this resource would be made publicly available in both English and Spanish through the TNTrafficSafety website on the Fitting Station listing. The recertification rate for Tennessee CPSTs is currently 50 percent; maintaining and increasing recertification rates is critical in providing access to experienced and knowledgeable resources. It is also important to identify additional populations, based on census information, and the related language barriers and work to develop outreach and educational materials for those identified populations. The development of diverse educational and marketing materials should support improved public information and awareness to increase proper occupant protection adoption by all passengers, including children.

Point of Contact	Agency	County	Population Served (Urban / Rural)	Above Average Poverty	African American	Latino / Hispanic
Wendy Garrison	Anderson County Sheriff's Office	Anderson	U	P		
Rick Roach	Norris Police Dept.	Anderson	U	P		
Lt. Shannah Newman	Oak Ridge Police Dept.	Anderson	U	P		
Ronnie Blankenship	Shelbyville Police Department	Bedford	R	P		
Darrin Stinnett, Kevin Freeman	Alcoa Fire Dept.	Blount	U	P		
Jessica Daugherty, Joey Beasley	Alcoa Police Department	Blount	U			
Tim Ogle	Blount County Fire Dept. Station 2	Blount	U			
Eric Costner, Ron Blair, Brian Frazier, Austin Kirkland	Blount County Sheriff's Office	Blount	U			
Josh Richards	Maryville Fire Dept.	Blount	U			

Point of Contact	Agency	County	Population Served (Urban / Rural)	Above Average Poverty	African American	Latino / Hispanic
By Appointment, Laura Moore	Bradley County Health Dept.	Bradley	U	P		
Mario Santos, Bailey Sink, Carlton Walls, Michael Westfield	Bradley County Sheriff's Office	Bradley	U	P		
Brenda Garren	Charleston Police Department	Bradley	U	P		
Jennifer Samples	Cleveland Police Department	Bradley	U	P		
Joel Boyer, Tyler Minton	Campbell County Sheriff's Office	Campbell	R	P		
Travis Dunavant	Cannon County Sheriff's Office	Cannon				
Angie Barker	Huntingdon Police Department	Carroll	R	P		
Tracey Knack	Ashland City Fire Department	Cheatham	R	P		
Brandon George	Pleasant View Volunteer Fire Department	Cheatham	R	P		
Danielle Cook	Henderson Police Department	Chester	R	P		
Chris Barnes	Cocke County Sheriff's Department	Cocke	R	P		
Alethia Rawn	Manchester Police Department	Coffee	U	P		
Keith Samol and Wes Bowker	Belle Meade Police Department	Davidson	U	P	A	L
Kevin Coleman, Christopher Augustin	Metro Nashville Police Department	Davidson	U	P	A	L
Coty Vickers	Smithville-Dekalb County Rescue Squad	DeKalb	R	P		
Jennifer Caruthers	Dickson County Sheriff's Office	Dickson	R	P		
Mike Osman	Dickson Fire Department	Dickson	R	P		
Donny McElhone, Jacob Jenkins	Fayette County Sheriff's Department	Fayette	R	P	A	
Rick Pedigo	Fentress County Sheriff's Office	Fentress	R			
Tyler Womack	Decherd Police Department	Franklin	R			
Angela Coffelt	TN Department of Health - C.H.A.N.T - Franklin County	Franklin	R			

Point of Contact	Agency	County	Population Served (Urban / Rural)	Above Average Poverty	African American	Latino / Hispanic
Reagan Jennings	Giles County Sheriff's Department	Giles	R			
Cynthia Boling, Paul Boling	Greene County Sheriff's Office	Greene	R	P		
Dustin Lawson	Mosheim Police Department	Greene	R	P		
Shawn Lindsay	Hamblen County 911	Hamblen	R	P		
Sheri Fava	Catholic Charities Pregnancy Help Center - Hamilton	Hamilton	U	P	A	
Lindsay Smith Bass	Children's Hospital at Erlanger	Hamilton	U	P	A	
Elizabeth Cotellese	Families First - Signal Centers	Hamilton	U	P	A	
Holly Clark	Hamilton County Health Dept.	Hamilton	U	P	A	
Chris Wilkerson	Bolivar Police Department	Hardeman	R		A	
Eddie Henson	Bolivar Police Department	Hardeman	R		A	
Officer Michael Hatch	Whiteville Police Department	Hardeman	R			
Brian Gibbs	Hardin County Emergency Communications	Hardin	R			
Michael Darrington	Savannah Police Department	Hardin	R			
Jeff Middleton	Lexington Police Department	Henderson	R	P		
Robert Rayburn, Andy Morgan	Jefferson City Fire Department	Jefferson	U			
Sheri Fava, Ivett Lambert	Catholic Charities Pregnancy Help Center -East TN	Knox	U	P		
Lt. Dustin Tilley	Knox County Schools Security	Knox	U	P		
Marci Ware / Shelly Clemons	Knoxville Police Department	Knox	U	P		
By appointment	Tennessee Highway Patrol- District 1	Knox	U	P		
Trp Brooke Clendenen-Allred	TN Highway Patrol - Lawrenceburg District	Lawrence	R			
Stephen Spoon and Kevin Abercrombie	Lenoir City Fire Department	Loudon	U		A	L
Aaron Bialek, Charles Butler	Lenoir City Police Department	Loudon	U		A	L

Point of Contact	Agency	County	Population Served (Urban / Rural)	Above Average Poverty	African American	Latino / Hispanic
Captain Jeff Russell, Kenneth Palmer, John Parker	Loudon County Sheriff's Office	Loudon	U		A	L
Latrell Billingsley	City of Jackson Fire Department	Madison	U	P	A	
Anna Kate Craig	Madison County Fire Department / SafeKids West Tennessee	Madison	U	P	A	
Katherine Cothorn	Southwest Tennessee Child Care Resource and Referral Agency	Madison	U	P	A	
Sgt. Jena Eubanks	Tennessee Highway Patrol - Jackson District	Madison	U	P	A	
Ashley DeLoach	West Tennessee Healthcare	Madison	U	P	A	
Buffy Morrison	Marion County Health Department	Marion	R	P		
John Compton	Chapel Hill Police Department	Marshall	R			
Captain Donnie Knoepfel	Columbia Fire Department	Maury	U			L
Toni Fisher	Independent Fitting Station	Maury	U			L
Derek Ingram	City of Etowah Fire Department	McMinn	U			
Delaney Hall / Aubrey Tallent	McMinn County Health Department	McMinn	U			
Tripp Hall	Sweetwater Fire Department	McMinn	U			
Nicholas Inman	Selmer Police Department	McNairy	R			
Darby Drinkard	Tennessee Highway Patrol	McNairy	R	P	A	
John Tallent	Madisonville Fire Dept.	Monroe	R			
Sarah Mills	Monroe County Sheriff's Dept.	Monroe	R			
Victoria Crosby	Clarksville Police Department	Montgomery	U		A	L
Brian Vernon	Fort Campbell Police Department	Montgomery	U		A	L
Christina Williams	Hope Pregnancy Center	Montgomery	U		A	L
Jimmy Brown and Denis Bowles II	Montgomery Co. Sheriff's Office	Montgomery	U		A	L
Lisa McClain	Montgomery County Driver Safety	Montgomery	U		A	L

Point of Contact	Agency	County	Population Served (Urban / Rural)	Above Average Poverty	African American	Latino / Hispanic
Shane Taylor	Moore County Sheriff's Office	Moore	R			
Scott Duncan	Union City Police Department	Obion	R			
Jeremy Richter	SAFEDAWG Rickman Fire and Rescue	Overton	R	P		L
Malissa Davis; Amanda Hill	Polk County Health Dept.	Polk	R	P		L
Matthew Pennycuff	Algood Police Department	Putnam	U	P		L
Sgt. Williams	Cookeville Police Department - Main	Putnam	U	P		L
Leah Thomas	Putnam County Emergency Medical Services	Putnam	U	P		L
By Appointment	TN Occupant Protection Center	Putnam	U	P		L
Travis McGhee/ Carol Rucker / Robbie Williams	Safe Journey - Rhea County Sheriff's Office	Rhea	R	P		
Brad Goss	Roane County EMA-OES	Roane	R			
Matthew Detlefsen	City of White House Fire Department	Robertson	R			L
Justin Parker	Coopertown Police Department	Robertson	R			L
Dalton Patterson	Robertson County Sheriff's Office	Robertson	R			L
Trp Vincent Meaker	TN Highway Patrol - Robertson County	Robertson	R			L
Sheree Robertson	La Vergne Police Department	Rutherford	U			L
Don Fanning / Sgt. Amy Denton	Murfreesboro Police Department	Rutherford	U			L
Gary Herron	Rutherford County Sherriff's Office	Rutherford	U			L
Jeremy Stokes	Smyrna Fire Department	Rutherford	U			L
By Appointment	Oneida Police Dept.	Scott	R			
David Layne	Sequatchie County Sheriff's Office	Sequatchie	R	P		
Courtney Davis	Sequatchie County TDOH - C.H.A.N.T	Sequatchie	R	P		
Amanda Perryman	Gatlinburg Fire Department	Sevier	R	P		L
Michael Green / Patrick Trentham	Gatlinburg Police Department	Sevier	R	P		L

Point of Contact	Agency	County	Population Served (Urban / Rural)	Above Average Poverty	African American	Latino / Hispanic
Donnie Mashburn	Pigeon Forge Police Department	Sevier	R	P		L
Courtney Shelton	Sevier County Volunteer Rescue Squad	Sevier	R	P		L
By Appointment	Sevierville Fire Department	Sevier	R	P		L
Rebecca Cowan	Sevierville Police Department	Sevier	R	P		L
Francis Leitch	Seymour Fire Department	Sevier	R	P		L
Kristi Davis	Baptist Memorial Hospital for Women	Shelby	U	P	A	L
Matt Robinson	Bartlett Police Department	Shelby	U	P	A	L
Dee Givens	Best Practice	Shelby	U	P	A	L
Shepard Taylor	Collierville Police Department	Shelby	U	P	A	L
Edwin McGee	Germantown Police Department	Shelby	U	P	A	L
Jennifer Taylor	Le Bonheur Children's Hospital	Shelby	U	P	A	L
April Colbert	Memphis Police Department - Airways Station	Shelby	U	P	A	L
Katie Ward	Memphis Police Department - Austin Peay Hwy	Shelby	U	P	A	L
LeCharra Yarbrough	Memphis Police Department - Tillman Station	Shelby	U	P	A	L
Chester Aldridge and Ruth Horne	Memphis Police Department - Traffic Station	Shelby	U	P	A	L
Jennifer Michaels	Millington Police Department	Shelby	U	P	A	L
Beverly Bearden	Tennessee Highway Patrol - Summer Ave	Shelby	U	P	A	L
David McGlamery	Bristol Fire Department	Sullivan	U	P		
Samuel Jones	Bristol's Promise	Sullivan	U	P		
Barry Brickey	Kingsport Fire Dept.	Sullivan	U	P		
Deputy Carolyn Crabtree	Sullivan County Sheriff's Office	Sullivan	U	P		
Melissa Bullock	Department of Children Services - Mid-Cumberland	Sumner	U			
Mark Hall	Gallatin Fire Department	Sumner	U			

Point of Contact	Agency	County	Population Served (Urban / Rural)	Above Average Poverty	African American	Latino / Hispanic
Travis Merryman	Hendersonville Fire Department	Sumner	U			
Tremaine Reed, Daniel Walls, and Tonia Bruno	Tipton County Sheriff's Office	Tipton	R	P	A	
Mark Mara	McMinnville Fire Department #1	Warren	R	P		L
Phillip Mitchell	McMinnville Fire Department #2	Warren	R	P		L
Mark Mara	McMinnville Police Department	Warren	R	P		L
Mark Mara	Warren County Sheriff's Department	Warren	R	P		L
Tara Chadwell	Ballad Health/ Niswonger Children's Hospital	Washington	U	P		
Jared Gilliland, John Kelch	Johnson City Fire Department Station 1	Washington	U	P		
Tim Hensley	Johnson City Police Department	Washington	U	P		
Kat Latham - by appointment	Washington County / Johnson City EMA	Washington	U	P		
Brandon Cutshall	Washington County Sheriff's Office	Washington	U	P		
Kory Green	Martin Fire Department	Weakley	R			
Chris Finch and Kory Green	Martin Police Department	Weakley	R			
Aaron Light, Devin Moore, Dallas Slatten	White County Sheriff's Office	White	R	P		
Jeff Pender	Brentwood Fire & Rescue Department	Williamson	U			
Richard Ross	Fairview Police Department	Williamson	U			
Jason Webb	Franklin Fire Department	Williamson	U			
Joe LeCates	Franklin Police Department	Williamson	U			
Herb Rosa	Spring Hill Police Department	Williamson	U			
Dawna Gutierrez	Lebanon Police Department	Wilson	U			
Emy Bates	Wilson County Sheriff's Office	Wilson	U			

Border state laws influence the behavior of travelers in non-compliance with Tennessee laws. Tennessee law reflects nationally promoted best practices for child passenger safety; however there are some variances in Tennessee laws in comparison to our eight neighboring states which include, Kentucky, Virginia, North Carolina, Georgia, Alabama, Mississippi, Arkansas, and Missouri. Child restraints are required until age 9 or 4’9” in Tennessee. All eight neighbors require seven years or younger. Only North Carolina requires rear facing to age two.

Tennessee is a primary offense state but there is no requirement for adult rear seat passengers. According to the GHSA state law comparison of Tennessee border states, only Georgia and Missouri require rear passenger seat belt use over age 16. Rear passengers make up half of our unrestrained fatalities. Currently, Tennessee’s observational seat belt use is reported at over 90 percent, however the number of unrestrained fatalities does not correlate.

State	Rear Facing Age	Age Child Restraint Required Through	Age Booster	Seatbelt Permissible	Age Front Seat Allowed	Seat belt Rear Required (over 16)	Primary Seat Belt (Rear)
Tennessee	1 yr and 20 lbs	Birth through 4 yrs	4 yrs - 9yrs or 57” tall	9 years	13	No	Yes
Kentucky	N/A	40” or shorter	7 yrs or 57” tall	8 years	N/A	No	Yes
Virginia	2yrs	7 yrs	7 yrs	8-17 (4-7 with physician exemption)	2	No	Secondary, primary for under 18
North Carolina	N/A	7 yrs and 80 lbs	7 yrs	8-15 or 40 – 80 lbs with shoulder belt	2 yrs	Yes	Primary Secondary for rear seat
Georgia	N/A	8 yrs		57” tall over 40 lbs	8 yrs	Yes	Yes
Alabama	1 yr and 20 lbs	1-4 yrs, 20-40 lbs FF harness	5yrs	6 – 14 years	NA	No	Yes
Arkansas	NA	5yrs under 60 lbs		6-14 yrs/over 60#’s		No	Yes
Missouri	N/A	Under 4 and 40 lbs	4-7 years and 40-80 lbs / 57”	80#’s or over 57”	8 yrs	No	Secondary, primary for 8-15
Mississippi	N/A	Under 4 years	4-6 yrs and under 57” tall or under 65 lbs	7 yrs or over or 57” or taller or 65 lbs or over	N/A	Yes	Primary

Source: <https://www.ghsa.org/state-laws/issues/Child%20Passenger%20Safety>,



countermeasure) and strategies for child restraint and booster seat use (3-star countermeasure) are both listed and the basis for child passenger safety in Tennessee.

### ***Funding Consideration***

It is the intent of the THSO to fund agencies to help increase the understanding of caregivers so that children can be properly restrained on Tennessee roadways.

## **ESTIMATED BUDGET: CHILD PASSENGER SAFETY**

<b>Source</b>	<b>Funding Source ID</b>	<b>Eligible Use of Funds</b>	<b>Estimated Funding Amount</b>
<b>2023</b>	BIL 405b OP High	405b High Community CPS Services (BIL)	\$300,000
<b>2024</b>	BIL 405b OP High	405b High Community CPS Services (BIL)	\$300,000
<b>2025</b>	BIL 405b OP High	405b High Community CPS Services (BIL)	\$300,000
<b>Total Over Three-Years</b>			<b>\$900,000</b>

## COUNTERMEASURE: OCCUPANT PROTECTION ENFORCEMENT

### *Project Safety Impacts*

Tennessee continues to support the enforcement of seat belt and child passenger safety laws. Highly publicized and visible waves of enforcement of seat belt laws are necessary for increasing the public's perception of the risk of a citation, which is a critical component toward increased seat belt compliance by those risk-takers who are least likely to buckle up.

Occupant protection is a priority for law enforcement across the state. State and local agencies actively engage in enforcement and education as part of their mission to ensure their communities stay safe. Several of the THSO's police traffic services grants include a seat belt enforcement component. Nighttime enforcement is an emphasis area for many states, and Tennessee is no exception. Across the country, it's not uncommon for nighttime seat belt usage to be lower than during the daytime. The THSO recognizes that increasing seat belt usage among those traveling at night could decrease crashes along with injury and fatality rates.

Tennessee implements a strong media and enforcement campaign to target an increased occupant protection use. Three groups are targeted: male drivers, drivers in rural counties, and drivers on local roads. The media campaign includes radio and TV advertising as well as local input during the NHTSA-sponsored Click It or Ticket campaign. National and locally produced media are used during the specified time frame. In addition, the THSO provides signage at local events to display the Click It or Ticket message. The signage is strategically placed to reach the targeted demographic.

Mobilizations are high-profile law enforcement programs combined with paid and earned media. They are evaluated in terms of observations of belt use and surveys of public awareness and public changes in behavior. These mobilizations are a 5-step process:

1. Two weeks of high-intensity traffic law enforcement to also include year-round seat belt education.
2. Intense publicity, both paid and earned, utilizing messages that increase the perception of dangers that are associated with not using the seat belt in a daily positive manner.
3. Pre/post observational surveys to include current data.
4. Pre/post knowledge/attitude/behavior surveys; and
5. Immediate reporting of enforcement and media activity within specific mobilization areas of local jurisdictions

Law enforcement participation is critical in reducing fatalities and injury crashes on Tennessee roads. For the planned Memorial Day, Click It or Ticket mobilization, the agencies on the following pages are anticipated to participate.

Adamsville Police Department  
Alcoa Police Department  
Alexandria Police Department  
Algood Police Department  
Anderson County Sheriff's Office  
Athens Police Department  
Atoka Police Department  
Austin Peay State University Police Department  
Baileyton Police Department  
Bartlett Police Department  
Bartlett Police Department  
Baxter Police Department  
Bedford County Sheriff's Department  
Belle Meade Police Department  
Belle Meade Police Department  
Benton County Sheriff's Department  
Benton Police Department  
Benton Police Department  
Berry Hill Police Department  
Blaine Police Department  
Blaine Police Department  
Blount County Sheriff's Office  
Blount County Sheriff's Office  
Blount County Sheriff's Office  
Blount County Sheriff's Office  
Bluff City Police Department  
Bluff City Police Department  
Bolivar Police Department  
Bolivar Police Department  
Bolivar Police Department  
Bradley County Sheriff's Department  
Bristol Police Department  
Brownsville Police Department  
Calhoun Police Department  
Campbell County Sheriff's Department  
Cannon County Sheriff's Department  
Carroll County Sheriff's Department  
Carter County Sheriff's Department  
Carter County Sheriff's Department  
Caryville Police Department  
Chapel Hill Police Department  
Charleston Police Department  
Charleston Police Department  
Chattanooga Police Department

Cheatham County Sheriff's Office  
Cheatham County Sheriff's Office  
Cheatham County Sheriff's Office  
City of Paris Police Department  
Claiborne County Sheriff's Office  
Clarksburg Police Department  
Clarksville Police Department  
Clarksville Police Department  
Clarksville Police Department  
Clay County Sheriff's Department  
Cleveland Police Department  
Clifton Police Department  
Clifton Police Department  
Clinton Police Department  
Cocke County Sheriff's Department  
Coffee County Sheriff's Department  
Collegedale Police Department  
Collierville Police Department  
Collinwood Police Department  
Columbia Police Department  
Cookeville Police Department  
Cookeville Police Department  
Cookeville Police Department  
Coopertown Police Department  
Covington Police Department  
Cowan Police Department  
Cross Plains Police Department  
Crossville Police Department  
Cumberland County Sheriff's Department  
Dandridge Police Department  
Dayton Police Department  
Decatur County Sheriff's Office  
Decatur Police Department  
Dickson County Sheriff's Office  
Dickson County Sheriff's Office  
Dickson Police Department  
Dickson Police Department  
Dickson Police Department  
Dover Police Department  
Dover Police Department  
Dresden Police Department  
Dunlap Police Department  
Dyer Police Department  
Eagleville Police Department

East Tennessee State University, Department of  
Public Safety  
Elkton Police Department  
Englewood Police Department  
Erin Police Department  
Erwin Police Department  
Estill Springs Police Department  
Etowah Police Department  
Etowah Police Department  
Fairfield Glade Police Department  
Fairfield Glade Police Department  
Fairview Police Department  
Fayette County Sheriff's Office  
Fentress County Sheriff's Office  
Franklin County Sheriff's Office  
Franklin Police Department  
Gadsden Police Department  
Gainesboro Police Department  
Gallatin Police Department  
Gallaway Police Department  
Germantown Police Department  
Giles County Sheriff's Department  
Gleason Police Department  
Goodlettsville Police Department  
Grainger County Sheriff's Department  
Graysville Police Department  
Greene County Sheriff's Department  
Greene County Sheriff's Department  
Greeneville Police Department  
Greenfield Police Department  
Halls Police Department  
Hancock County Sheriff's Department  
Hardeman County Sheriff's Department  
Hardin County Sheriff's Department  
Harriman Police Department  
Hawkins County Sheriff's Department  
Henderson Police Department  
Hendersonville Police Department  
Henry County Sheriff's Department  
Henry Police Department  
Hickman County Sheriff's Department  
Hickman County Sheriff's Department  
Hohenwald Police Department

Houston County Sheriff's Department  
Humphreys County Sheriff's Office  
Jacksboro Police Department  
Jackson County Sheriff's Department  
Jackson Police Department  
Jamestown Police Department  
Jasper Police Department  
Jasper Police Department  
Jefferson City Police Department  
Jefferson County Sheriff's Department  
Johnson City Police Department  
Johnson County Sheriff's Department  
Jonesborough Police Department  
Kenton Police Department  
Kimball Police Department  
Kingsport Police Department  
Kingsport Police Department  
Kingston Police Department  
Kingston Springs Police Department  
Knox County Sheriff's Office  
Knoxville Police Department  
Knoxville Police Department  
LaFollette Police Department  
LaFollette Police Department  
Lauderdale County Sheriff's Department  
LaVergne Police Department  
Lawrenceburg Police Department  
Lebanon Police Department  
Lenoir City Police Department  
Lexington Police Department  
Lexington Police Department  
Livingston Police Department  
Lookout Mtn. Police Department  
Loretto Police Department  
Loudon County Sheriff's Department  
Macon County Sheriff's Department  
Madison County Sheriff's Department  
Madison County Sheriff's Department  
Madisonville Police Department  
Manchester Police Department  
Manchester Police Department  
Marion County Sheriff's Department  
Martin Police Department

Martin Police Department  
Maryville Police Department  
Maury County Sheriff's Department  
McKenzie Police Department  
McMinn County Sheriff's Department  
McMinnville Police Department  
McNairy County Sheriff's Department  
Meigs County Sheriff's Department  
Meigs County Sheriff's Department  
Memphis Police Department  
Memphis Police Department  
Metro Moore County Sheriff's Department  
Metro Moore County Sheriff's Department  
Metropolitan Nashville Police Department  
Middle Tennessee State University Police  
Department  
Milan Police Department  
Millersville Police Department  
Millington Police Department  
Minor Hill Police Department  
Minor Hill Police Department  
Monroe County Sheriff's Department  
Monroe County Sheriff's Department  
Monterey Police Department  
Montgomery County Sheriff's Department  
Morgan County Sheriff Department  
Moscow Police Department  
Mosheim Police Department  
Mosheim Police Department  
Mount Carmel Police Department  
Mount Pleasant Police Department  
Mt. Juliet Police Department  
Munford Police Department  
Murfreesboro Police Department  
New Johnsonville Police Department  
Newbern Police Department  
Newport Police Department  
Nolensville Police Department  
Oak Ridge Police Department  
Oak Ridge Police Department  
Oakland Police Department  
Obion County Sheriff's Office

Oliver Springs Police Department  
Oneida Police Department  
Overton County Sheriff's Department  
Parrottsville Police Department  
Perry County Sheriff's Office  
Pickett County Sheriff's Office  
Pikeville Police Department  
Plainview Police Department  
Pleasant View Police Department  
Portland Police Department  
Red Bank Police Department  
Rhea County Sheriff's Department  
Rhea County Sheriff's Department  
Rhea County Sheriff's Department  
Ridgely Police Department  
Ripley Police Department  
Roane County Sheriff's Office  
Robertson County Sheriff's Department  
Rockwood Police Department  
Rocky Top Police Department  
Rutherford County Sheriff's Office  
Rutherford County Sheriff's Office  
Rutherford Police Department  
Rutledge Police Department  
Saltville Police Department  
Samburg Police Department  
Savannah Police Department  
Scott County Sheriff's Department  
Scotts Hill Police Department  
Scotts Hill Police Department  
Selmer Police Department  
Selmer Police Department  
Selmer Police Department  
Sequatchie County Sheriff's Department  
Sevier County Sheriff's Office  
Sevierville Police Department  
Sewanee Police Department  
Shelby County Sheriff's Office  
Shelby County Sheriff's Office  
Shelbyville Police Department  
Signal Mountain Police Department  
Smith County Sheriff's Office

Smithville Police Department  
Smyrna Police Department  
Soddy-Daisy Police Department  
Soddy-Daisy Police Department  
South Fulton Police Dept.  
South Pittsburg Police Department  
South Pittsburg Police Department  
Spencer Police Department  
Spring City Police Department  
Spring Hill Police Department  
Stewart County Sheriff's Office  
Sullivan County Sheriff's Department  
Sumner County Sheriff's Department  
Sweetwater Police Department  
Tazewell Police Department  
Tazewell Police Department  
Tellico Plains Police Department  
Tellico Plains Police Department  
Tennessee Department of Safety & Homeland  
Security  
Tipton County Sheriff's Department  
Tiptonville Police Department  
Toone Police Department  
Townsend Police Department  
Tracy City Police Department  
Trenton Police Department  
Tullahoma Police Department  
Tusculum Police Department  
Unicoi Police Department  
Union City Police Department  
Union City Police Department  
Union County Sheriff's Department

University of Tennessee Health Science Center  
Campus Police Department  
Van Buren County Sheriff's Department  
Vonore Police Department  
Walters State Campus Police  
Warren County Sheriff's Department  
Wartburg Police Department  
Wartburg Police Department  
Wartrace Police Department  
Washington County Sheriff's Department  
Watertown Police Department  
Wayne County Sheriff's Department  
Wayne County Sheriff's Department  
Waynesboro Police Department  
Waynesboro Police Department  
Weakley County Sheriff's Department  
Weakley County Sheriff's Department  
Westmoreland Police Department  
White Bluff Police Department  
White County Sheriff's Department  
White House Police Department  
White Pine Police Department  
White Pine Police Department  
White Pine Police Department  
Whitwell Police Department  
Whitwell Police Department  
Williamson County Sheriff's Department  
Williamson County Sheriff's Department  
Wilson County Sheriff's Department  
Winchester Police Department  
Woodbury Police Department

### ***Linkage Between Program Area***

Occupant protection education, enforcement, and outreach work in developing partnerships to change driver behavior. The THSO and its partnering agencies will continue to highlight NHTSA's safety precautions to the driving public to minimize occupant protection issues in Tennessee. Implementing this countermeasure strategy will increase driver awareness, decreasing the number of crashes, injuries, and fatalities on our roadways.

## Rationale

According to NHTSA's *Countermeasures That Work, Tenth Edition*, enforcement is a strong and effective method to be a part of an occupant protection program.

- 2.1 Short-Term, High-Visibility Seat Belt Law Enforcement (5-star countermeasure)
- 2.2 Integrated Nighttime Seat Belt Enforcement (4-star countermeasure)
- 2.3 Sustained Enforcement (3-star countermeasure)

## Funding Consideration

It is the intent of the THSO to fund local and state law enforcement agencies to utilize enforcement grants to enforce daytime and nighttime seatbelt enforcement laws throughout the state.

## ESTIMATED BUDGET: OCCUPANT PROTECTION ENFORCEMENT

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL 405b OP High	405b High HVE (BIL)	\$140,000
2024	BIL 405b OP High	405b High HVE	\$140,000
2025	BIL 405b OP High	405b High HVE	\$140,000
Total Over Three-Years			\$420,000

## COUNTERMEASURE: COMMUNICATION (MEDIA) - OCCUPANT PROTECTION

### *Project Safety Impacts*

The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar. This plan requires cohesive collaboration to reinforce Tennessee laws and change driver behavior. The THSO has engaged in a state interagency contractual agreement with Tennessee Technological University (TTU) to provide media buying, marketing, and advertising services in an effort to facilitate behavioral change. Services include feature design, production, purchasing, and administrative reconciliation to assist the state in informing and educating the public on traffic safety issues. The primary services encompass the purchasing and creation of audio spots (radio and streaming), television (network and cable) time, social media, digital advertising (display, pre-roll, native, and Over-the-Top Television [OTT]), cinema ads, and Out-of-Home (OOH) to dispense various THSO traffic safety-related messages.

TTU will employ a data-driven approach for media buys utilizing statewide crash and fatality statistics to most effectively engage the target audience, Males 18-34 years old, thereby reducing fatalities, injuries, and associated economic losses resulting from traffic crashes.

The THSO will participate in several sports-related media partnerships. The THSO will partner with private entities across the state to deliver its messages in higher traffic areas in Tennessee, such as the Dollywood theme park and numerous middle and high school sporting and event promotions (Murphy Fair and Huddle Tickets) statewide. Huddle Tickets alone impacts hundreds of schools across Tennessee with a seatbelt message. Additionally, the THSO anticipates it will identify additional public events that attract the target demographic group during the lifespan of this document.

The THSO will also implement an educational message in order to educate the public on the dangers and risks of leaving a child or unattended passenger in a vehicle that has been turned off. This message will be deployed through both paid and owned media resources by utilizing our social media and website to give greater coverage to this lifesaving issue.

The THSO's earned media efforts are comprised of the following: traditional news media, digital news media, and social media. The THSO will continue to pitch traditional news outlets like local radio, television, and print newspapers; however, the THSO will substantially increase digital communications and social media efforts as internet technology continues to advance.

The THSO often collaborates with traffic safety partners and community advocates to host press events during media campaigns. A press event is a tactic used to increase community support,

personalize the enforcement message, localize the issue, and spread awareness for crash victims and families of crash victims. All THSO press events are video recorded, uploaded to YouTube, and posted to social media.

The THSO website, TNTrafficSafety, serves as the primary resource for THSO's digital assets. The site provides Tennessee traffic crash data, THSO news and information, event calendars, educational resources, and more.

In advance of every month, the THSO builds a digital social media calendar using a Google spreadsheet. This spreadsheet is populated with content based on the NHTSA communications calendar. The THSO also develops creative content to capitalize on social media trends, upcoming events, and popular topics. In addition, the THSO often uses social events to apply a relevant traffic safety message. Once approved by THSO management, all content within the social media calendar is scheduled to be posted via Hootsuite, a social media dashboard.

The THSO closely monitors its social media presence using the analytical tools provided by each platform. The THSO's most successful platforms are YouTube, Facebook, and Twitter. Social media reports are generated and shared with the management team for review after a campaign is complete. This allows staff and management to know which content generated the most interest and engagement.

### ***Linkage Between Program Area***

The Click It or Ticket campaign will be utilized with an enforcement message through designated campaign periods and target the Male 18-34 demographic group, specifically in rural areas. The campaigns will include audio spots (radio and streaming), television (network and cable), social media, digital advertising (display, pre-roll, native, OTT, etc.), cinema ads, and OOH (billboards). The measure for advertising outreach will be within the goals and guidelines of frequency and reach set by NHTSA for national paid media campaigns.

Outside of enforcement periods, the social norming messages "Buckle Up, Tennessee" and "Buckle Up in Your Truck" will be used during the Thanksgiving holiday and other State initiatives, using a combination of the mediums mentioned above. Target demographics for each campaign are selected based on state-specific, historical crash data.

Earned media strategies are coordinated alongside paid media strategies, awareness efforts, and enforcement campaigns to optimize reach to each target audience. The THSO's overall communications goal is to align paid media, education, awareness, and enforcement efforts during scheduled time periods. To support each occupant protection campaign, the THSO works with Tennessee Tech University iCube to update THSO's educational materials with current data and information, update the THSO website's calendar of events, update the THSO's website as needed, and prepare occupant protection messaging for the THSO's monthly social media calendars. The

THSO will use “Buckle Up Tennessee” as a social norming message during Valentine’s Day in February, Summertime, Child Passenger Safety Week in September, and the Thanksgiving travel season in November. The THSO will use “Click It or Ticket” messaging on social media during the “Click It or Ticket” enforcement period in May and June. The THSO will prepare “Click It or Ticket” press release templates for agencies conducting enforcement. The THSO may also provide support for agencies hosting press events to kick off their “Click It or Ticket” campaigns. The THSO will also share photos and public service announcements created by grantees. Furthermore, the THSO will support local Hispanic communities by inviting Hispanic media outlets to local press events and sharing Spanish marketing materials we have available. The THSO hopes to offer more resources to Spanish-speaking communities as NHTSA is able to provide more Spanish resources for the THSO to share.

### ***Rationale***

According to the *Countermeasures That Work, 10th Edition*, communications and outreach supporting enforcement is an effective strategy (5-stars) in educating motorists about the dangers of unrestrained driving.

### ***Funding Consideration***

The THSO plans to provide paid educational public service announcements with the message of reducing unrestrained drivers in an effort to change social norms of high-risk demographics through a number of paid media contracts and a grant agreement through Tennessee Technological University. The intent is also to provide earned media opportunities with messaging to increase education and awareness about seat belt usage in local communities across Tennessee.

## **ESTIMATED BUDGET: COMMUNICATION (MEDIA) - OCCUPANT PROTECTION**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL 405b OP High	405b High Paid Advertising (BIL)	\$400,000
2023	BIL NHTSA 402	Paid Advertising	\$30,000
2024	BIL 405b OP High	405b High Paid Advertising (BIL)	\$400,000
2024	BIL NHTSA 402	Paid Advertising	\$30,000
2025	BIL 405b OP High	405b High Paid Advertising (BIL)	\$400,000
2025	BIL NHTSA 402	Paid Advertising	\$30,000
<b>Total Over Three-Years</b>			<b>\$1,290,000</b>

## COUNTERMEASURE: EVALUATION SURVEYS AND STUDIES

### *Project Safety Impacts*

According to *Countermeasures That Work, Tenth Edition*, “The challenge is to convince all passenger vehicle occupants to buckle up.” Utilizing the appropriate safety device (i.e., belts for adults, restraints for children) is the “single most effective way to save lives and reduces injuries in crashes.” (Countermeasures That Work). The results of these studies help the THSO determine what communication and enforcement strategies are effective along with the sub-group to target the communication messages towards (i.e., Buckle Up in Your Truck).

### *Linkage Between Program Area*

This is a highway safety program management responsibility. Therefore, NHTSA mandates the annual survey of seat belt usage. The results of this annual survey are used to determine the effectiveness of occupant protection-related education, awareness, and enforcement activities throughout the year.

### *Rationale*

This project will ultimately provide a statistically adjusted statewide average usage rate for seat belt usage. These average rates will be computed using field observations collected at 190 sites in 16 counties across Tennessee. Evaluation data is compiled into a research report, which is utilized to interpret and synthesize information into annual and semi-annual reports and are mandatory.

### *Funding Consideration*

It will be the intent of the THSO to fund the evaluation surveys and studies for seat belt usage, following the 2012 Uniform Criteria for State Observational Surveys of Seat Belt Use.

## ESTIMATED BUDGET: EVALUATION SURVEYS AND STUDIES

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL 405b OP High	405b High Paid Advertising (BIL)	\$115,000
2024	BIL 405b OP High	405b High Paid Advertising (BIL)	\$115,000
2025	BIL 405b OP High	405b High Paid Advertising (BIL)	\$115,000
Total Over Three-Years			\$345,000



## PROGRAM AREA: TRAFFIC RECORDS

### PROBLEM ID

According to NHTSA, analyzing reliable and accurate traffic records data is central to identifying traffic safety problems and designing effective countermeasures to reduce injuries and deaths caused by crashes.

Tennessee's traffic records data systems have undergone NHTSA sponsored assessments in the past decade to identify areas for improvement. As a result of these assessments, Tennessee has developed traffic records data system projects designed to address the assessment recommendations. The 2009 traffic records assessment team reported that the Crash File contained an unacceptably high rate of errors. As a result, the THSO and the TRCC sponsored the TITAN project. The TITAN crash module deployment significantly improved Tennessee traffic crash data's quality, accuracy, and timeliness.

In the first half of the 2017 calendar year, the THSO and the TRCC undertook an effort to improve the state's traffic records strategic planning efforts. These efforts consisted of:

- Updating system descriptions to reflect current systems,
- Revisiting the assessment results and recommendations,
- Holding workshops with data system managers and stakeholders,
- Identifying goals for improvements, and
- Developing strategies to achieve those goals.

This approach to the traffic records strategic plan is still being used.

In the 2019 calendar year, the strategic planning document was updated based on the 2019 traffic records assessment to reflect plans to address the assessors' findings. The result is an updated strategic planning document that reflects current progress. It can be used by the TRCC, data system managers, and decision-makers to guide the prioritization and funding of improvements to Tennessee's traffic records data systems.

Recent improvements to Tennessee's traffic records data systems include the following:

1. An improved Tennessee Roadway Information Management System Crash Location import process was deployed. The new process allowed for a fully automated import of TITAN crash records into the TRIMS system using the latitude and longitude on the crash report and road names to determine location. Over the past few years, TDOT and TITAN have made the process more robust by increasing the number of data elements sent to TRIMS

and implementing an automated process for event location in the TRIMS environment. Additionally, TRIMS pushes a set of LRS data from the TDOT roadway data back to the TITAN crash database. In 2022, TDOT deployed an online Numetric AASHTOWare dashboard and mapping tool that allows for extensive access to crash data for state users.

2. The Tennessee TRCC updated the Traffic Records Inventory document in 2023, a consolidated reference of the Tennessee Traffic Records Data Systems. This document was initially developed in response to NHTSA recommendations in the 2014 Traffic Records Assessment. The TRCC, state agencies, and highway safety stakeholders can reference this document when planning improvements to the component data systems to increase highway safety analysis capabilities. The document provides the reader with data governance information and is a reference for system documentation, data dictionaries, and user documentation. The document is used as part of the TRCC's efforts to improve the accessibility, completeness, uniformity, accuracy, integration, and timeliness of Tennessee's traffic records data.
3. For the past several years, TITAN crash data has been available via a THSO website that provides crash geo-analysis by county. In addition, TDOSHS maintains web-based GIS and Business Intelligence services and has deployed over two dozen public-facing crash data dashboards and GIS tools, and several others for internal use. BI and GIS development continues for various traffic safety needs. These projects increase the accessibility of crash data to both traffic safety stakeholders and the public.
4. In 2019, the THP expanded its eCitation program from the three-county pilot program started in 2014 to 93 counties as of April 2019. Also, all 93 counties are auto-importing eCitation data and ticket images to the court clerks electronically. This saves THP, and the court clerks, countless hours of hand-keying citation data into law enforcement and court records management systems and has substantially increased timeliness, data accuracy, and completeness. THP made the eCitation software available to all law enforcement agencies for free and is working to encourage adoption by agencies still using paper citations.
5. In 2023, TDOSHS deployed a new crash PCR, TITAN 2.0. The new PCR is a web-based service that eliminates the need for the TITAN Business Unit and LEAs to maintain software installed on local computers. Additionally, the TITAN 2.0 PCR is integrated with the state's driver and vehicle systems which allows officers to import driver license and registration data directly into the crash report using bar code scanners or ID lookup.
6. In 2019, Tennessee completed a MMUCC v5 compliance review. In a series of TRCC sub-committee meetings in 2021, Tennessee used the review results to establish recommendations for the TITAN development team, which incorporated the MMUCC v5 recommendations in the design of the TITAN 2.0 crash system.

## PERFORMANCE TARGET

Performance Measure Name Target	Target Metric Type	Actual	Target	Target Start Date	Target End Date
Percentage of Toxicology Results Reported on Crash Reports	Percentage	32.1	Baseline	1/1/2022	12/31/2022
			35	1/1/2023	12/31/2023

## QUALITATIVE IMPROVEMENT

Tennessee began piloting its eCitation program in 2014 and deployed statewide with the THP in 2016. Tennessee encourages other law enforcement agencies to use eCitation, and many do. The state showed year over year improvement in this measure and for the current measurement period, 76.91 percent of THP citations were issued electronically. The target for the next performance period is 80 percent.

### Performance Measure: Percentage of THP Citations Issued Electronically.

Start Date	End Date	Percent Electronic
April 1, 2013	March 31, 2014	0.00%
April 1, 2014	March 31, 2015	0.29%
April 1, 2015	March 31, 2016	2.52%
April 1, 2016	March 31, 2017	29.74%
April 1, 2017	March 31, 2018	38.55%
April 1, 2018	March 31, 2019	44.92%
April 1, 2019	March 31, 2020	66.45%
April 1, 2020	March 31, 2021	66.10%
April 1, 2021	March 31, 2022	72.99%
April 1, 2022	March 31, 2023	76.91%

## PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO's overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

## COUNTERMEASURE: TRAFFIC RECORDS IMPROVEMENT

### *Project Safety Impacts*

Tennessee must develop and implement effective programs that improve the timeliness, accuracy, completeness, uniformity, integration, and accessibility of state safety data. This data is used for policy development and the allocation of funding for cost-effective projects and programs. Traffic records are core components of public safety, public health, and public security decision support.

### *Linkage Between Program Area*

A “performance plan” such as the HSP requires accurate data for program and project selection and for measuring the effectiveness of selected programs and projects. This planning function is highly dependent upon the availability and use of quality data from Tennessee’s traffic records data systems.

A complete and comprehensive state traffic records system is essential for effective traffic-related injury control efforts. Traffic records provide the necessary information for:

- Tracking of trends,
- Planning,
- Problem identification,
- Operational management and control, and
- Implementation and evaluation of highway safety programs.

**Funding Consideration**

It is the intent of the highway safety office to fund traffic safety information system improvement projects.

Using data to support highway safety decisions allows the THSO and its partnering agencies to focus on saving lives and preventing injuries. The work conducted by the TRCC ensures that Tennessee has a multi-year strategic plan to identify high-level goals, objectives, and strategies. Further, members of the TRCC consider and evaluate new technologies to keep the highway safety data and traffic records systems complete and up to date.

**ESTIMATED FUNDING: TRAFFIC RECORDS IMPROVEMENT**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL 405c Data Program	405c Data Program (BIL)	\$910,000
2024	BIL 405c Data Program	405c Data Program (BIL)	\$910,000
2025	BIL 405c Data Program	405c Data Program (BIL)	\$910,000
<b>Total Over Three-Years</b>			<b>\$2,730,000</b>



## PROGRAM AREA: **IMPAIRED DRIVING**

### **PROBLEM ID**

Driving while impaired puts all road users in danger. Alcohol, cannabis, and other drugs, including over-the-counter, prescription, and illicit drugs, can affect a person's brain function, judgment, vision, coordination, reaction times, reflexes, and muscle control. Some over-the-counter and prescription drugs can impair driving performance, even when prescribed by a doctor and taken as recommended. Combining multiple drugs or drugs and alcohol may amplify impairing side effects. An impaired person cannot accurately assess their own level of impairment and may make riskier choices or drive dangerously.

In Tennessee, drivers are considered impaired when they operate a motor vehicle under the influence of an impairing substance such as alcohol and/or drugs. Also, Tennessee has a zero-tolerance policy towards underage drinking and driving and strict laws prohibiting impaired driving for drivers over the age of 21.

Tennessee remains committed to the Toward Zero Deaths (TZD) vision on our roadways. TZD is a national collaboration of safety professionals using a data-driven approach to develop, implement, evaluate, and refine strategies that make our roads safer. The vision set forth by TZD is a highway system free of fatalities through a sustained and even accelerated decline in transportation-related deaths and serious injuries. Tennessee's commitment to TZD is also reflected in the Safe System Approach (DOT, 2023) and the National Road Safety Strategy (DOT, 2023), each committed to a vision of zero traffic fatalities and serious injuries.

Impaired driving is one of Tennessee's most prominent traffic safety challenges. The total number of fatal and serious injury crashes involving impaired driving increased between 2017 and 2021. Non-motorists such as pedestrians and bicyclists were more likely to be killed than seriously injured in an impaired driving crash. In addition, drug-only impairment was more common in fatal crashes, whereas alcohol-only impairment was more common in serious injury crashes involving impaired driving.

## Between 2018 and 2022, there have been some improvements:

In 2021, DUI arrests increased close to pre-COVID levels, potentially indicating enforcement levels were somewhat returning to a more traditional level. (TBI, 2023)

Alcohol impaired driving fatalities significantly declined from the five-year high of 355 down to 299. This would be the third lowest level of fatalities from 2018-2022, however, still higher than pre-COVID years. (STSI, 2023)

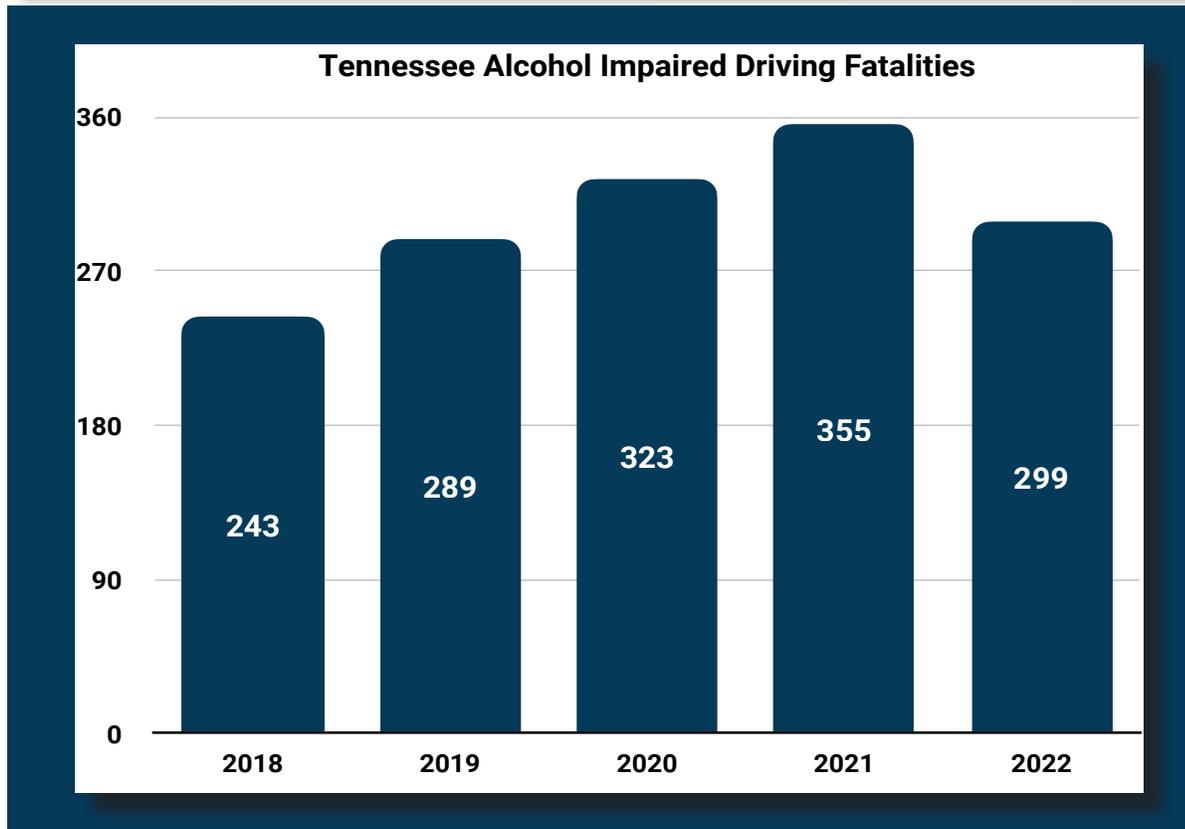
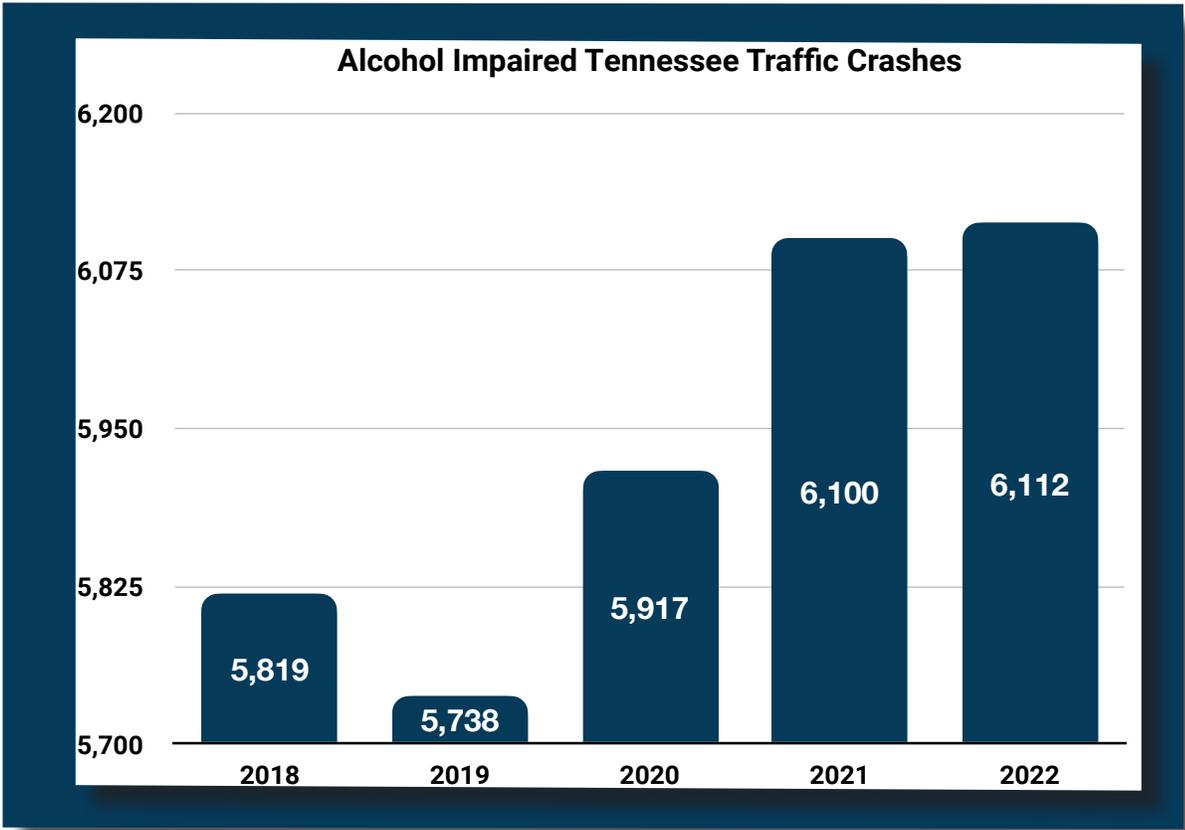
Alcohol impaired traffic crashes slowly increased from 2019–2022, with 2022 being <1 percent above 2021. (TITAN, 2023)

In Fiscal Year 2016, opioids passed alcohol as the most prevalent substance of abuse for people receiving treatment and recovery services through the Tennessee Department of Mental Health and Substance Abuse (TDMHSAS.) The data showed individuals 12+ receiving TDMHSAS-funded substance abuse treatment and recovery services. From 2016-2019, there have been significant efforts to increase treatment opportunities, with attention given to those living in poverty, which can be overrepresented in substance abuse. The data noted the following:

- Individuals reporting opioid abuse receiving TDMHSAS-funded substance abuse treatment and recovery services include Tennessee residents age 12 and older, below the 133 percent poverty level, and have no other insurance coverage for substance abuse treatment and/or recovery services.
- Opioids include prescription opioids, methadone, and heroin. Up to three substances can be listed for each treatment admission. Individuals abusing opioids include any mention of opioids.
- Percentages and rates per 10,000 people living in poverty for ages 12 and older were calculated for counties with 20 or more individuals abusing opioids. Tennessee has 95 counties. Information is based on the county of residence.

Fiscal Year (FY) 2018–2022 data for offenders who received treatment services funded by the TDMHSAS indicates alcohol as a substance of abuse has been trending down, from 37.6 percent (FY 2018) to 33.9 percent (FY 2022), representing a 9.8 percent decrease in those five years. At the same time, the percentage of individuals identifying opioids as a substance of abuse decreased by 16 percent following a spike in treatment needs, down from 43.8 percent (FY 2018) to 36.8 percent (FY 2022). Methamphetamine has increased from 28.9 percent (FY 2018) to 47.3 percent (FY 2022), representing a 63.7 percent increase during the same period.

Driving Under the Influence (DUI) of alcohol and/or drugs continues to be a significant problem in Tennessee. In 2022, there were 6,112 alcohol-impaired driving crashes, which was 12 greater than in 2021. These resulted in 299 fatalities; however, this was 56 fewer fatalities than in 2021. This accounts for 22.7 percent of the total roadway fatalities in the state.



## PERFORMANCE TARGET

Performance Measure Name Target	Target Metric Type	Target Start Year	Target End Year	Target
<b>C.5 Number of Fatalities in Crashes Involving a Driver or Motorcycle Operator with a BAC of .08 and Above</b>	Numeric	2024	2026	277
		2024	2024	294
		2025	2025	285
		2026	2026	277

## PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO’s overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

It is the intent of the THSO to utilize the impaired driving enforcement countermeasure and the communications (media) - impaired driving prevention countermeasure within the identified communities (for more information on these identified communities review the Public Participation and Engagement Plan section).

The countermeasures are defined in more detail within this section.

## COUNTERMEASURE: BLOOD/BREATH TESTING DEVICES

### *Project Safety Impact*

An important initial step in utilizing some proven countermeasures begins with expediting blood and breath impairment testing, hence the viability of having a robust, safe, and timely review by the state's crime lab. The strategy is to increase capacity to address accredited crime labs (per the Tennessee Code Annotated) backlog of casework due to the high number of driving under the influence, motor vehicle crashes, and vehicular homicide cases and improve the quality and scope of the lab's toxicology testing of casework and on cases that require additional drug screen testing. This will improve the reliability and consistency of breath/alcohol instruments utilized by local and state law enforcement. It will also maintain expertise through continued training and education for scientists in the breath alcohol and toxicology sections of the labs, keeping scientists up to date on new technologies and new defense issues.

### *Linkage Between Program Area*

Implementing the proposed projects will support the THSO and partnering agencies' mission to decrease impaired driving fatalities, injuries, and crashes. While the lab's efforts do not directly impact the reduction of alcohol-related crashes and fatalities in the State of Tennessee, they have a direct effect on enforcing alcohol and impaired driving through the conducting of breath and blood alcohol testing and expert testimony utilized in DUI court cases.

### *Rationale*

While *Countermeasures That Work, 10th Edition*, does show that breath testing devices are valid, these are roadside devices. Additionally, for Tennessee Law to be abided by, the Tennessee Bureau of Investigation (TBI) or an accredited institution are the only agencies allowed to process samples procured by officers (Tenn. Code Ann. § 55-10-408, 2023).

### *Funding Consideration*

It will be the intent of the THSO to fund the continued education and training of forensic scientists along with new lab equipment to address the increasing capacity of the need for alcohol and drug-impaired testing to be conducted.

## ESTIMATED BUDGET: BLOOD/BREATH TESTING DEVICES

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 405d Mid	Mid BAC Testing/Reporting (BIL)	\$700,000
2024	BIL NHTSA 405d Mid	Mid BAC Testing/Reporting (BIL)	\$700,000
2025	BIL NHTSA 405d Mid	Mid BAC Testing/Reporting (BIL)	\$700,000
<b>Total Over Three-Years</b>			<b>\$2,100,000</b>

## COUNTERMEASURE: PROSECUTION

### *Project Safety Impact*

Prosecutors trained in handling Driving Under the Influence (DUI) cases are better able to withstand defense motions that can negatively impact the administration of justice. Funding for this activity will allow for the prosecution of all DUI-related cases in criminal/circuit courts (required) and possibly general sessions (if applicable), ensuring that all DUI offenders are charged correctly and in accordance with their criminal history, monitored from initial charge to conviction, and evaluated to determine the most appropriate intervention/treatment to reduce recidivism and societal costs. These are carried out through grants funding specialized DUI prosecution activity. Currently, these projects are in 31 of the 32 judicial districts. However, it remains the desire of the THSO to have projects in 100 percent of the judicial districts. The charge of this DUI prosecution activity is to make provable cases that result in the prosecution of (in rank order):

- DUI death or serious bodily injury cases, criminal/circuit cases for multiple and felony DUI offenses (not excluding general session's court);
- First DUI offenses in criminal court; and
- All DUI offenses in general session's court (if time permits).

DUI prosecutors should also ensure the timely prosecution of multiple offenders by adhering to a written policy that calls for the criminal circuit court to resolve or set a trial date for these cases within 120 days of the defense council's appointment or retention.

They are required to ensure accurate and timely entry of data into the DUI Tracker in TITAN and retrieval of that data to determine how cases are being handled within their chosen counties in their judicial district during the project period.

DUI prosecutors should seek out and actively promote proven interventions that reduce DUI

recidivism rates, such as DUI courts, victim impact panels, drug addiction programs, rehabilitation, transdermal alcohol monitoring, GPS tracking and monitoring, and ignition interlock devices. Disseminating and sharing information are formidable tasks, especially with statute changes, new case law, and ever-changing technology. Moreover, supplying correct information to judges, prosecutors, law enforcement, defense attorneys, legislators, and educators is an ongoing challenge, as is changing behavior.

The law regularly changes due to new legislation, recent decisions by the Tennessee Supreme Court/Court Criminal of Appeals, new technological advances, and societal attitudes and conduct changes. Continued research into these many changes is necessary to keep the legal community informed and aware of the greater context and nuances of traffic safety.

It is the goal of the DUI Training Department to meet these needs. This goal will be accomplished in a variety of ways through two Traffic Safety Resource Prosecutors (TSRP):

- Provide legal research and write articles in a quarterly distributed newsletter
- Provide seminars, training, meetings, a website, a blog site for prosecutors, information and consultation about impaired driving issues, and provide information to judges, prosecutors, defense attorneys, legislators, and educators.
- By providing statewide training and education for prosecutors concerning traffic safety-related issues and the current legal environment, to improve their ability to prosecute vehicular crimes and thereby reduce the number of crashes caused by impaired drivers.
- Provide research, writing, and advice, including resource materials, to prosecutors across Tennessee to increase their effectiveness in prosecuting vehicular crimes, thereby reducing the number of crashes caused by impaired drivers.
- To provide training and education for law enforcement officers across Tennessee, improve their ability to investigate vehicular crimes, improve their skills at communicating effectively in court, and assist them in understanding all evolving traffic safety and vehicular crime issues.
- To provide research, legal updates, and advice, including resource materials, to law enforcement officers across Tennessee and improve their effectiveness in enforcing vehicular crimes, thereby reducing the number of crashes caused by impaired drivers.
- To provide legal updates, education, training, and advice to various organizations involved in traffic safety across Tennessee.

### ***Linkage Between Program Area***

The swift prosecution of a DUI offense is critical for ensuring the motorist does not commit another offense while awaiting resolution of the existing charge and that punishment is dispensed in a timely fashion. As for a combined prosecution/treatment model, studies indicate that it is associated with lower recidivism rates and costs.

Under the Uniform Guideline for State Highway Safety Offices No. 8 (Impaired Driving), many components are addressed as necessary to include in a highway safety office’s impaired driving program. Listed under III. Criminal Justice, D. Prosecution, it states that “States should implement a comprehensive program to visibly, aggressively, and effectively prosecute and publicize impaired-driving-related efforts, including use of experienced prosecutors (e.g., traffic safety resource prosecutors), to help coordinate and deliver training and technical assistance to prosecutors handling impaired driving cases throughout the State.”

**Funding Consideration**

The THSO intends to fund prosecutor’s activities and continued education in multiple Tennessee Judicial Districts along with TSRPs to prosecute and publicize impaired driving-related cases on Tennessee roadways aggressively and effectively.

**ESTIMATED BUDGET: PROSECUTION**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	154 Transfer Funds	154	\$6,900,000
2023	405d Impaired Driving Mid	405d Mid Other Based on Problem ID (BIL)	\$665,000
2024	154 Transfer Funds	154	\$6,900,000
2024	405d Impaired Driving Mid	405d Mid Other Based on Problem ID (BIL)	\$665,000
2025	154 Transfer Funds	154	\$6,900,000
2025	405d Impaired Driving Mid	405d Mid Other Based on Problem ID (BIL)	\$665,000
<b>Total Over Three-Years</b>			<b>\$22,695,000</b>

## COUNTERMEASURE: ADJUDICATION

### *Project Safety Impact*

The judiciary is a separate, co-equal branch of government, and a fundamental role of the judge is to remain independent and impartial. While judges play an important role in reducing future criminal behavior by holding people accountable after they have been convicted of a crime, they are not part of the prosecution team, and a Judicial Outreach Liaison (JOL) does not engage in activities that might be viewed as assisting the prosecutor in obtaining a conviction. (Warren, 2007)

Tennessee's JOL program began in 2015, with the primary function being to provide information to judges at all levels: Judicial Commissioners, Clerks, and Magistrates concerning best practices in traffic safety. Such practices include instruction regarding the use of treatment courts, effective sentencing procedures, Fourth Amendment issues, new statutes, and case law reviews.

The Tennessee JOL works to address roadblocks that hamper effective outreach to the courts and to find alternative methods to address these issues and concerns, as well as work LELs and TSRPs to help identify and assist in efforts to promote, strategize, and help formulate new ideas involving the criminal justice system as it pertains to impaired driving.

Lastly, the Tennessee JOL develops a network of contacts with judges, judicial educators, State Drug Court Coordinators, and various professional organizations to provide educational materials and information and to help support educational efforts in traffic safety, particularly as they apply to impaired driving as well as serve on the state's Impaired Driving Advisory Council.

### *Linkage Between Program Area*

The goal is to help members of the Judiciary gain quick and helpful access to information about best practices, which can indirectly help reduce the number of drug and alcohol crashes, resulting in decreased injuries and fatalities in Tennessee. The JOL regularly consults with the National Judicial Fellow and, if applicable, the Regional JOL regarding the promotion of outreach efforts and opportunities as it applies to impaired driving. The JOL assists the THSO with program planning and strategies regarding outreach to judges and the courts. In addition, this person participates in training and large group meetings, conferences, workshops, and media events focusing on impaired driving.

### *Rationale*

NHTSA revised and released a report in March 2019, Best Practices for Implementing a State Judicial Outreach Liaison Program, that states, "Each State has its own highway safety laws, judicial and political cultures, and leadership dynamics." (Axel, et al., 2019) A joint agreement

between NHTSA and the American Bar Association (ABA) implemented a very successful program in which JOLs were implemented nationally and regionally. To build upon this program and make it more targeted, Tennessee has its own JOL, which allows for the understanding of Tennessee State Law to be implemented in any training provided during the training sessions that other individuals of the judiciary attend, along with building relationships with these stakeholders.

### *Funding Consideration*

The THSO intends to fund a part-time position of a JOL to help build relationships throughout the state, along with training the members of the Tennessee Judiciary on multiple topics.

## ESTIMATED BUDGET: ADJUDICATION

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	405d Impaired Driving Mid	405d Mid Other Based on Problem ID (BIL)	\$95,000
2024	405d Impaired Driving Mid	405d Mid Other Based on Problem ID (BIL)	\$95,000
2025	405d Impaired Driving Mid	405d Mid Other Based on Problem ID (BIL)	\$95,000
<b>Total Over Three-Years</b>			<b>\$285,000</b>

## COUNTERMEASURE: DUI/DRUG COURTS

### *Project Safety Impact*

Impaired driving is often a symptom of a larger alcohol or drug problem. Many first-time impaired driving offenders and most repeat offenders have alcohol or other drug abuse or dependency issues. These offenders are more likely to re-offend without an appropriate assessment and access to substance abuse treatment. (Tennessee Impaired Driving Strategic Plan FFY 2024-2026, 2023)

Alcohol or drug use may also lead to other injuries and healthcare problems over time. Hospital emergency department visits present an opportunity for intervention, which might prevent future arrests or motor vehicle crashes, and result in decreased alcohol consumption and improved health.

Traditional methods of dealing with impaired driving offenders have not successfully lowered crash rates or reduced the incidence of impaired driving. In the past, court systems punished the DUI offender in multiple ways:

- Placing the offender in jail for a mandated period of time;
- Taking away the offender's driver's license;
- Extensive court fines;
- High costs associated with DUIs;
- Requiring litter pick up along the streets;
- Participation in an alcohol and drug education class; and,
- If arrested again for another DUI, participate in residential treatment for 21 to 28 days.

Although these might deter some people, repeat offenders need treatment. (National Center for Statistics and Analysis, 2022)

According to a 2007 study by The Crime and Justice Institute and the National Institute of Corrections, Community Corrections Division, sanctions alone will neither reduce recidivism nor result in positive behavioral change. On the other hand, treatment alone may not provide the punishment or behavioral controls that are appropriate or necessary. Every offender should be fairly punished and held fully accountable for their criminal behavior. At the same time, an effective sentence should also promote the rehabilitation of the offender to reduce the risk of future victimization and threats to public safety. State sentencing policies that expect to control crime solely by punishing the offender's past misbehavior, without any meaningful effort to influence the offender's future behavior positively, are shortsighted, ignore overwhelming evidence to the contrary, and needlessly endanger public safety. They also demand too little of most criminal offenders, often neither requiring—nor encouraging—offenders to accept personal responsibility for their future behaviors.

### ***Linkage Between Program Area***

DUI courts are specialized, comprehensive court programs that provide individual treatment, supervision, and accountability for repeat DUI offenders. These specialty courts follow the well-established drug court model. They are based on the premise that impaired driving can be prevented if the underlying causes, such as substance use and mental health disorders, are identified and addressed. A large body of research supports the effectiveness of DUI courts in leading participants out of the justice system and into long-term sobriety.

Research indicates that long-term treatment, combined with judicial supervision, recidivism among multiple offenders can make a difference. DUI Court programs provide such treatment.

Per NHTSA’s *Countermeasures That Work, 10th Edition*, the countermeasure of DWI Courts is considered an effective strategy (4-star rating).

**Funding Consideration**

It will be the intent of the highway safety office to fund a project with the specific purpose of monitoring impaired driving court proceedings.

**ESTIMATED BUDGET: DUI/DRUG COURTS**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	405d Impaired Driving Mid	405d Mid Court Support (BIL)	\$300,000
2024	405d Impaired Driving Mid	405d Mid Court Support (BIL)	\$300,000
2025	405d Impaired Driving Mid	405d Mid Court Support (BIL)	\$300,000
<b>Total Over Three-Years</b>			<b>\$900,000</b>

**COUNTERMEASURE: COMMUNICATION (MEDIA) - IMPAIRED DRIVING PREVENTION**

**Project Safety Impact**

The THSO will utilize both media branches (owned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar. This plan requires cohesive collaboration to reinforce Tennessee laws and change driver behavior. The THSO has engaged in a state interagency contractual agreement with Tennessee Technological University (TTU) to provide media buying, marketing, and advertising services in an effort to facilitate behavioral change. Services include feature design, production, purchasing, data collection, and administrative reconciliation to assist the state in informing and educating the public on traffic safety issues. The primary services encompass the purchasing and creation of audio spots (radio and streaming), television (network and cable) time, social media, digital advertising (display, pre-roll, native, and Over-the-Top Television [OTT]), cinema ads, and Out-of-Home (OOH) to dispense various THSO traffic safety-related messages.

TTU will employ a data-driven approach for media buys utilizing statewide crash and fatality statistics to most effectively engage the target audience, males aged 18-34 years old, thereby reducing fatalities, injuries, and associated economic losses resulting from traffic crashes.

The THSO will participate in several sports-related media partnerships. For example, the THSO will partner with private entities across the state to deliver its messages at sporting events (Learfield IMG College, Liberty Bowl, Music City Bowl, etc.), community events (Southern Heritage Classic, Music City Bowl, Live on the Green, MemphoFest, etc.), professional sports teams (Tennessee Titans, Nashville Predators, Memphis Grizzlies, Nashville Soccer Club), minor league baseball teams (Nashville Sounds, Memphis Redbirds, Chattanooga Lookouts, etc.), and motorsports venues (Bristol Superspeed Way, Nashville Fairgrounds Speedway, Memphis International Speedway, etc.) in higher crash areas in Tennessee, and numerous high school teams' sports promotions statewide (Tennessee Secondary Schools Athletics Association, Tennessee Prep Weekly, Main Street Media, etc.). Additionally, the THSO anticipates it will identify additional public events that attract the target demographic group during the timeframe of this document.

The THSO's earned media efforts are comprised of traditional news media, digital news media, and social media. The THSO will continue to pitch traditional news outlets like local radio, television, and print newspapers; however, the THSO will substantially increase digital communications and social media efforts as internet technology advances.

The THSO often collaborates with traffic safety partners and community advocates to host press events during media campaigns. A press event is a tactic used to increase community support, personalize the enforcement message, localize the issue, and spread awareness for crash victims and families of crash victims. All THSO press events are video recorded, uploaded to YouTube, and posted to social media.

The THSO website, TNTrafficSafety, is the primary resource for THSO's digital assets. The site provides Tennessee traffic crash data, THSO news and information, event calendars, marketing tools, educational resources, and more.

In advance of every month, the THSO builds a digital social media calendar using a Google spreadsheet. This spreadsheet is populated with content based on the NHTSA communications calendar. The THSO also develops creative content to capitalize on social media trends, upcoming events, and popular topics. In addition, the THSO often uses social events to apply a relevant traffic safety message. Once approved by THSO management, all content within the social media calendar is scheduled to be posted via Hootsuite, a social media dashboard.

The THSO closely monitors its social media presence using the analytical tools provided by each platform. The THSO's most successful platforms are YouTube, Facebook, and Twitter. Social media reports are generated and shared with the management team for review after a campaign is complete. This process allows staff and management to know which content generated the most interest and engagement.

## ***Linkage Between Program Area***

The “Booze It & Lose It” message will be utilized with enforcement activities during the Holiday, Labor Day, and Independence Day campaign periods and will target the male 18-34 demographic group. The campaigns will include audio spots (radio and streaming), television (network and cable), social media, digital advertising (display, pre-roll, native, and OTT), cinema ads, and OOH (billboard, in- bar, gas station) advertising. In addition, outside of enforcement periods, the social norming message “Fans Don’t Let Fans Drive Drunk” is used for sport and event contracts.

Earned media strategies are coordinated alongside paid media strategies and enforcement campaigns to optimize reach to the target audience (males 18-34). The THSO’s overall communications goal is to align paid media, education, awareness, and enforcement efforts during scheduled time periods. To support each impaired-driving campaign, the THSO works with Tennessee Tech University iCube to update THSO’s educational materials with current data and information, update the THSO website’s calendar of events, update the THSO’s impaired driving webpage as needed, and prepare impaired-driving messaging for the THSO’s monthly social media calendars. The THSO sometimes plans press events and/or public service announcements to increase awareness. Every February, the THSO typically plans a “Fans Don’t Let Fans Drive Drunk” press event in partnership with Nissan Stadium and the Tennessee Titans ahead of Super Bowl weekend. This event is typically helpful for networking amongst partners involved with reducing impaired driving in Tennessee. If a press event cannot be scheduled, then the THSO may partner with the Tennessee Titans for a public service announcement. The THSO will use “Booze It & Lose It” messaging on social media during holidays when impaired-driving enforcement is likely to occur, like St. Patrick’s Day in March, Memorial Day in May, Independence Day in July, Labor Day in September, and the holiday season in December. The THSO will prepare “Booze It & Lose It” press release templates for agencies conducting impaired-driving enforcement during Labor Day weekend and the December holiday season. The THSO will also share photos and public service announcements created by grantees during these campaigns. Furthermore, the THSO will support local Hispanic communities by inviting Hispanic media outlets to local press events and sharing Spanish marketing materials we have available. The THSO hopes to offer more resources to Spanish-speaking communities as NHTSA is able to provide more Spanish resources for the THSO to share.

## ***Rationale***

According to the Countermeasures That Work, 10th Edition, Mass Media Campaigns are an effective strategy (3-stars) in educating motorists and the public about the dangers of Impaired Driving.

## ***Funding Consideration***

The THSO plans to provide paid educational public service announcements with the message of reducing impaired drivers in an effort to change social norms of high-risk demographics through a number of paid media contracts and a grant agreement through Tennessee Technological University. The intent is also to provide earned media opportunities with messaging to increase education and awareness about impaired driving in local communities across Tennessee.

## ESTIMATED BUDGET: COMMUNICATION (MEDIA) - IMPAIRED DRIVING PREVENTION

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	154 Transfer Funds	154 - Paid Media	\$2,500,000
2024	154 Transfer Funds	154 - Paid Media	\$2,500,000
2025	154 Transfer Funds	154 - Paid Media	\$2,500,000
Total Over Three-Years			\$7,500,000

## COUNTERMEASURE: IMPAIRED DRIVING ENFORCEMENT

### *Project Safety Impact*

Enforcement is a strategy within Section 3 of Highway Safety Program Guideline No. 8, Criminal Justice System. All THSO alcohol grants for law enforcement activity require that participating officers be trained in SFST at a minimum. Participating agencies coordinate their traffic patrols with other local safety activities and state and national mobilizations or waves of enforcement.

Saturation patrols are law enforcement efforts that combine a high level of sustained enforcement with intense enforcement mobilizations around the Memorial Day weekend (typically, May is one of Tennessee's deadliest months for traffic fatalities), the July 4th weekend, Labor Day (September), and December holiday period. Mobilizations are high-profile law enforcement programs combined with paid and earned media, and they are evaluated in terms of public awareness and public changes in behavior.

Tennessee will organize a December holiday alcohol enforcement mobilization and a mid-summer traffic law enforcement mobilization concentrating on alcohol on 16 consecutive nights spanning three consecutive weekends by agencies serving at least 85 percent of the population. The agencies participating in the mobilizations will be required to maintain a high level of sustained enforcement by deploying monthly patrols combined with speed and other high-risk behavior enforcement efforts funded through the Police Traffic Services program.

### *Linkage Between Program Area*

Highly visible impaired driving enforcement will be conducted at "hot spot" locations identified through analysis of the crash, citation, crime, and other data. This proven traffic safety approach is designed to create deterrence and change unlawful behavior. It combines highly visible and

proactive law enforcement (e.g., saturation patrols, checkpoints, waves, multi-jurisdictional events) with visibility elements (e.g., roadside signage, marked vehicles, mobile command posts) and publicity (e.g., press releases, billboards, flyers, social media) that educates the public about the danger of impaired driving and increased enforcement of DUI laws to promote voluntary compliance with the law.

Roadways with high traffic volumes will be targeted to ensure that the motoring public sees not only law enforcement but also officers making traffic stops. This project will conduct one or more saturation patrols and/or DUI checkpoints monthly. Enforcement will also be conducted to support the NHTSA impaired driving mobilizations during the July 4, Labor Day, and Christmas/New Year's Day holiday period.

The following visibility elements will be used during this project:

- Road signs (electronic message boards, pop-up road signs)
- Marked patrol vehicles (includes magnetic HVE signs or window clings)
- High visibility vests
- Handouts (flyers, brochures, etc.)
- Yard signs
- Other visibility elements as deemed appropriate

The following public outreach activities highlighting the danger of impaired driving, Tennessee's DUI laws, and increased enforcement will be conducted in support of this project. This includes:

- Press releases (includes results of the enforcement)
- Press events
- Public Service Announcements/Ads (includes radio, TV, newspapers, etc.)
- Letters to the Editor/Op-Eds
- Community presentations
- Social Media Messaging
- Other public outreach activities as deemed appropriate

Grant funds will be allocated for overtime enforcement conducted by officers trained and certified in SFST (required), ARIDE (recommended), and DRE (recommended). Grant funds may also be allocated to purchase the supplies and equipment for DUI-related enforcement. The THSO and NHTSA will approve equipment costing over \$5,000 before it is acquired.

This proven traffic safety approach is designed to create deterrence and change unlawful behavior. It combines highly visible and proactive law enforcement (e.g., saturation patrols, checkpoints, waves, multi-jurisdiction) with visibility elements (e.g., roadside signage, marked vehicles, mobile command posts) and publicity (e.g., press releases, billboards, flyers, social media) that educates the public about the danger of impaired driving and increased enforcement of DUI laws to promote voluntary compliance with the law.

NHTSA’s *Countermeasures That Work, 10th Edition*, shows that impaired driving prevention enforcement is an effective countermeasure to reduce this deadly behavior. Within the Alcohol and Drug-Impaired Driving Enforcement section, under Deterrence Enforcement, Publicized Sobriety Checkpoints (5-star countermeasure) and High-Visibility Saturation Patrols (4-star countermeasure) are both listed and the basis for impaired driving enforcement in Tennessee.

**Funding Consideration**

The THSO intends to provide grant funding for state and local law enforcement for the utilization of impaired driving saturation patrols, sobriety checkpoint projects, and HVE conducted in jurisdictions identified through data analysis as having a high occurrence of impaired driving-related fatal and serious injury crashes.

**ESTIMATED BUDGET: IMPAIRED DRIVING ENFORCEMENT**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	154 Transfer Funds	154	\$8,750,000
2023	BIL 405d Impaired Driving Mid	405d Mid HVE (BIL)	\$700,000
2024	154 Transfer Funds	154	\$8,750,000
2024	BIL 405d Impaired Driving Mid	405d Mid HVE (BIL)	\$700,000
2025	154 Transfer Funds	154	\$8,750,000
2025	BIL 405d Impaired Driving Mid	405d Mid HVE (BIL)	\$700,000
<b>Total Over Three-Years</b>			<b>\$28,350,000</b>

## COUNTERMEASURE: COURT MONITORING

### ***Project Safety Impact***

The Court Monitoring Program monitors misdemeanor DUI cases in the courts of the top ten DUI fatality counties. The monitors are physically present for court settings and acquire case information from courtroom observation and, when necessary, from researching online databases in the event a monitor is not able to be present at the proceeding.

The Court Monitoring Program is designed and intended to create transparency within the judicial system, encourage accountability among court officials, educate the key individuals within the system, and support the officers enforcing the laws. The goal of the Court Monitoring Program is to analyze the criminal justice system to determine where breakdowns are occurring in the trials and adjudications of impaired driving defendants and offer solutions. Also another goal is to partner with law enforcement to educate the general public on the dangers of impaired driving as a deterrent to reduce impaired driving in Tennessee. Partnering with law enforcement will offer much-needed support to DUI prosecutors and law enforcement officers as well as encourage the court system to adjudicate impaired driving offenses in a tough and consistent manner.

### ***Linkage Between Program Area***

Court Monitoring can help victims find a more victim-sensitive court system, and ultimately, court monitoring helps reduce the rate of repeat offenses and fatal crashes among DUI offenders.

### ***Rationale***

NHTSA's *Countermeasures That Work, 10th Edition*, shows that court monitoring is an effective countermeasure (3-star) to reduce this deadly behavior.

### ***Funding Consideration***

The THSO intends to provide grant funding for agencies to monitor court proceeding to track and report on the outcomes.

## ESTIMATED BUDGET: COURT MONITORING

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	154 Transfer Funds	154	\$120,000
2024	154 Transfer Funds	154	\$120,000
2025	154 Transfer Funds	154	\$120,000
Total Over Three-Years			\$360,000



## PROGRAM AREA: **MOTORCYCLE SAFETY**

### PROBLEM ID

Motorcycle safety continues to be a key area of concern in Tennessee. The diversity of Tennessee's geography, from the Smoky Mountains in the east to the Mississippi Delta lands in the west, encourages motorcyclists, and motorists alike, to travel the state. Along with these scenic opportunities, the cultural, historical, social, and entertainment opportunities in Tennessee offer exciting destinations to meet everyone's taste. Tennessee is home to two major destinations for motorcycle riders: the Tail of the Dragon (shared with North Carolina) and the Best of the Snake (shared with Virginia).

The Tail of the Dragon, U.S. Highway 129, is an 11-mile stretch of road with an incredible total of 318 curves. Along with the Tail of the Dragon, the Best of the Snake is a 37-mile section with 489 curves, traveling over three mountains and one valley. Both of these roadways are popular with motorcycle riders coming specifically to the area to ride the switchbacks and test their skills.

According to the National Highway Traffic Safety Administration's (NHTSA) state traffic safety information, Tennessee witnessed a distressing toll of 166 lives lost in motorcycle crashes on its roadways in 2021. This marked the second-highest number of motorcyclist fatalities in the past decade within the state. Moreover, considering the distance traveled nationwide during 2020, the number of motorcycle fatalities was nearly 28 times higher than that of car fatalities, as reported by the National Center for Statistics and Analysis in 2022 (National Center for Statistics and Analysis, 2022).

**Per mile traveled nationwide during 2020, the number of motorcycle fatalities was nearly 28 times the number in cars.**

**-NHTSA**

### Tennessee Motorcyclist Fatalities by Age

Age	2018	2019	2020	2021	2022
Under 21 Years Old	8	9	4	10	10
21 to 44 Years Old	74	67	77	77	73
45 and Older	86	79	67	79	71
Unknown	0	0	0	0	0
<b>Total</b>	<b>168</b>	<b>155</b>	<b>148</b>	<b>166</b>	<b>154</b>

*SOURCE:*  
 2018 - 2021 DATA, NHTSA. STATE TRAFFIC SAFETY INFORMATION. ONLINE AT [HTTPS://CDAN.NHTSA.GOV/STSI.HTM#](https://cdan.nhtsa.gov/stsi.htm#), ACCESSED 27 APR 2023.  
 AFTER 2021, T.N. DEPT. OF SAFETY AND HOMELAND SECURITY, TITAN BUSINESS UNIT, 27 APR 2023. (FTS)

A motorcyclist is a combined reference to motorcycle operators and passengers. The table on the following page provides an overview of motorcycle-involved crashes in Tennessee and how that compares to fatalities by age.

NHTSA noted that in states without universal helmet laws, 57 percent of motorcyclists killed in 2019 were not wearing helmets, compared to nine percent in states with universal helmet laws (Venkatraman, Richard, Magee, & Johnson, 2021). Tennessee law requires all motorcyclists to wear a helmet (universal helmet law). The following graph illustrates motorcycle fatalities in Tennessee based on helmet use.

### Tennessee Motorcyclist Fatalities by Helmet Use

Age	2018	2019	2020	2021	2022
Used	153	130	134	144	139
Not Used	12	20	13	13	10
Unknown	3	5	1	9	5
<b>Total</b>	<b>168</b>	<b>155</b>	<b>148</b>	<b>166</b>	<b>154</b>

*Source:*  
 2018 - 2021 data, NHTSA. State Traffic Safety Information. Online at <https://cdan.nhtsa.gov/stsi.htm#>, accessed 27 Apr 2023.  
 After 2021, T.N. Dept. of Safety and Homeland Security, TITAN Business Unit, 27 Apr 2023. (FTS)

According to the table above, the year 2019 witnessed a notable surge of about 40 percent in un-helmeted fatalities on Tennessee roadways, rising from 12 to 20. However, in 2022, Tennessee saw the least number of un-helmeted fatalities in recent years. Despite the legal requirement for motorcyclists, including both drivers and passengers, to wear helmets, Tennessee continues to witness un-helmeted fatalities, as evident from the information provided above. Furthermore, motorcycle riders are often observed wearing non-compliant DOT helmets that lack proven effectiveness in the event of a crash, making it challenging for the state to accurately track such instances.

# PERFORMANCE TARGETS

Performance Measure Name Target	Target Metric Type	Target Start Year	Target End Year	Target
<b>C.7 Number of Motorcyclist Fatalities</b>	Numeric	<b>2024</b>	<b>2026</b>	147
		2024	2024	151
		2025	2025	149
		2026	2026	147
<b>C.8 Number of Unhelmeted Motorcyclist Fatalities</b>	Numeric	<b>2024</b>	<b>2026</b>	<b>6</b>
		2024	2024	8
		2025	2025	7
		2026	2026	6

# PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO’s overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

## COUNTERMEASURE: MOTORCYCLE SAFETY ENFORCEMENT

### *Project Safety Impact*

According to the TDOSHS in 2022, Tennessee experienced a staggering 149 motorcycle fatalities on its roadways. Alongside these tragic deaths, there were a total of 2,779 reported motorcycle crashes, with a significant portion of 1,676 of these crashes resulting in injuries. To combat this problem, the THSO will provide grant funding for motorcycle safety enforcement that will be conducted in jurisdictions identified through data analysis as having a high occurrence of fatal and severe injury motorcycle crashes. Through data from TITAN, it was found that Tennessee sees a majority of motorcycle crashes occurring within specific areas of the state. This is an opportunity for the THSO to utilize selective, targeted enforcement to focus on the counties where motorcycle crashes occur.

### *Linkage Between Program Area*

By utilizing geospatial data on where the crashes are occurring, the THSO will focus on the areas where data has shown to be a “hot spot” for motorcycle crashes and fatalities. Data from TITAN shows that 46 percent of all motorcycle fatalities in the state from the years 2017 through 2021 occurred within the following counties:

- Shelby
- Davidson
- Knox
- Hamilton
- Montgomery
- Blount
- Sullivan
- Rutherford

### *Rationale*

Tennessee utilizes many strategies to decrease motorcycle fatalities and severe injuries on our roadways. Tennessee is a universal helmet state (1.1 Universal Motorcycle Helmet Use Laws - five-star countermeasure). The CDC states, “A universal helmet law is the single most effective way for states to save lives and cost savings related to motorcycle crash injuries.” (Centers for Disease Control and Prevention, 2023). A study by the U.S. Department of Transportation in 1981 states, “Law enforcement should act to enforce license requirements, identify alcohol-involved motorcycle riders, remove dirt bikes from traffic, and effectively cite and file against culpable. accident-involved automobile drivers as well as motorcycle riders.” (Hurt. H.H., 1981). NHTSA’s Uniform Guideline Number Three for State Highway Safety Offices states that law enforcement plays a strong role in motorcycle safety. Enforcement is a proven traffic safety approach designed to create deterrence and change unlawful behavior. With this rationale, the THSO will fund agencies in high-crash areas

to help bring awareness to the dangers of this vulnerable road user, not only by enforcing motorcycle riders for non-compliant helmets but also the general motoring public for common violations that could place a motorcycle rider in harms' way.

### *Funding Consideration*

It will be the intent of the THSO to fund law enforcement agencies utilizing 402 funding to conduct enforcement in areas of high motorcycle crashes. This enforcement will encompass all individuals who partake in unlawful behavior on the roadway, as motorcycle riders are among the most vulnerable roadway users.

## ESTIMATED BUDGET: MOTORCYCLE SAFETY ENFORCEMENT

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Police Traffic Services (BIL)	\$100,000
2024	BIL NHTSA 402	Police Traffic Services (BIL)	\$100,000
2025	BIL NHTSA 402	Police Traffic Services (BIL)	\$100,000
Total Over Three-Years			\$300,000

## COUNTERMEASURE: COMMUNICATION (MEDIA) - MOTORCYCLE SAFETY

### *Project Safety Impacts*

The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar. This plan requires cohesive collaboration to reinforce Tennessee laws and change driver behavior. The THSO has engaged in a state interagency contractual agreement with Tennessee Technological University (TTU) to provide media buying, marketing, and advertising services in an effort to facilitate behavioral change. Services include feature design, production, purchasing, and administrative reconciliation to assist the state in informing and educating the public on traffic safety issues. The

primary services encompass the purchasing and creation of audio spots (radio and streaming), television (network and cable) time, social media, digital advertising (display, pre-roll, native, and Over-the-Top Television [OTT]), cinema ads, and Out-of-Home (OOH) to dispense various THSO traffic safety-related messages.

TTU will employ a data-driven approach for media buys utilizing statewide crash and fatality statistics to most effectively engage the target audience, males 25-54 years old, thereby reducing fatalities, injuries, and associated economic losses resulting from traffic crashes.

The THSO will participate in several sports-related media partnerships. The THSO will partner with private entities across the state to deliver its messages at community events statewide. The THSO partners with Alliance Sport Marketing to identify events highly attended by the target demographic in data-supported, high crash and fatality counties to provide interactive displays where trained professionals can educate the public about motorcycle safety. Additionally, the THSO anticipates it will identify additional public events that attract the target demographic group during the lifespan of this document.

The THSO's earned media efforts are comprised of traditional news media, digital news media, and social media. The THSO will continue to pitch traditional news outlets like local radio, television, and print newspapers; however, the THSO will substantially increase digital communications and social media efforts as internet technology advances.

The THSO often collaborates with traffic safety partners and community advocates to host press events during media campaigns. A press event is a tactic used to increase community support, personalize the enforcement message, localize the issue, and spread awareness for crash victims and families of crash victims. All THSO press events are video recorded, uploaded to YouTube, and posted to social media.

The THSO website, [TNTrafficSafety](#), is the primary resource for THSO's digital assets. The site provides Tennessee traffic crash data, THSO news and information, event calendars, educational resources, and more.

In advance of every month, the THSO builds a digital social media calendar using a Google spreadsheet. This spreadsheet is populated with content based on the NHTSA communications calendar. The THSO also develops creative content to capitalize on social media trends, upcoming events, and popular topics. In addition, the THSO often uses social events to apply a relevant traffic safety message. Once approved by THSO management, all content within the social media calendar is scheduled to be posted via Hootsuite, a social media dashboard.

The THSO closely monitors its social media presence using the analytical tools provided by each platform. The THSO's most successful platforms are YouTube, Facebook, and Twitter. Social media reports are generated and shared with the management team for review after a campaign is complete. This lets staff and management know which content generated the most interest and engagement.

## ***Linkage Between Program Area***

During Motorcycle Safety Awareness Month, the motorcycle awareness campaign will utilize the Look Twice for Motorcycles behavioral message. The specific age category is adults 25-54 years old. The campaigns will include audio spots (streaming), social media, digital (display, OTT, Pre-roll, YouTube, etc.), and OOH (gas station advertising and billboards). The measure for advertising outreach will be within the goals and guidelines of frequency and reach set by NHTSA for national paid media campaigns. The areas targeted will utilize crash data and include the cities and counties with the highest motorcycle crash rates and raw numbers.

The THSO's earned media strategy for motorcycle safety will focus on education and awareness during spring and summer. In May, the THSO will promote its "Look Twice" campaign to remind motorists to look twice for motorcycles during Motorcycle Safety Awareness Month. Earned media messaging is coordinated alongside paid media messaging to optimize reach to the target audience (adults 25-54). The THSO works with the TTU iCube to update THSO's educational materials with current data and information, update the THSO motorcycle safety webpage, and prepare motorcycle safety messaging for the THSO's May social media calendar. Additional motorcycle safety messaging may be included on THSO social media during warm-weather months to continue spreading awareness when motorcycles may be present. Sometimes, the THSO may plan a local press event to partner with local motorcycle safety advocates. In May, the THSO will prepare a "Look Twice" press release template for agencies conducting motorcycle safety education, awareness, or enforcement efforts. The THSO will also share photos and public service announcements created by grantees during this campaign. Furthermore, the THSO will support local Hispanic communities by inviting Hispanic media outlets to a scheduled press event and sharing Spanish marketing materials we have available. The THSO hopes to offer more resources to Spanish-speaking communities as NHTSA is able to provide more Spanish resources for the THSO to share.

## ***Rationale***

According to NHTSA's Countermeasures That Work, 10th Edition, 4.2 Communications and Outreach: Motorist Awareness of Motorcyclists is not an effective strategy (1-star) in educating motorists and the public about motorcyclists. However, according to the BIL §1300.25(m)(iv), the allowable uses of motorcycle safety funds are minimal. One of the allowable uses of the funds is to provide "Public awareness, public service announcements, and other outreach programs to enhance driver awareness of motorcyclists, including "Share-the-Road" safety messages developed using Share-the-Road model language" (ecfr, 2023). Despite the lack of effective evaluations, the THSO continues to promote the NHTSA campaign Motorcycle Safety Awareness Month. This is primarily due to legislative law preventing the THSO from directly communicating with motorcycle riders on paid media campaigns and budgetary restrictions only allowing motorcycle safety funds

to be used in media campaigns. Despite the restrictions and lack of an effective evaluation, the “Look Twice” campaign during Motorcycle Safety Awareness Month is consistently a top-performing media campaign for the THSO, garnering high public engagement in promotional efforts. The THSO continues to search for innovative and creative ways to change public behavior and protect motorcyclists in Tennessee.

***Funding Consideration***

The THSO intends to provide educational public service announcements with the message of reducing motorcyclist fatalities in an effort to change social norms of high-risk demographics through a paid media contract and a grant agreement through Tennessee Technological University as well as to provide earned media opportunities with messaging to increase education and awareness about motorcycle safety in local communities across Tennessee.

**ESTIMATED BUDGET: COMMUNICATION (MEDIA) - MOTORCYCLE SAFETY**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL 405f Motorcycle Programs	405f Paid Advertising (BIL)	\$100,000
2024	BIL 405f Motorcycle Programs	405f Paid Advertising (BIL)	\$100,000
2025	BIL 405f Motorcycle Programs	405f Paid Advertising (BIL)	\$100,000
<b>Total Over Three-Years</b>			<b>\$300,000</b>



## PROGRAM AREA: NON-MOTORIZED SAFETY

### PROBLEM ID

Nationally, in 2020 there were 6,515 pedestrians killed in traffic crashes, a 3.7 percent increase from 6,272 in 2019. Tennessee's statistics followed that upward trend but at a higher rate. According to TITAN, Tennessee had 148 fatalities in 2019, but that number rose to 172 in 2020 for a 13.9 percent increase. This accounted for 14.1 percent of the state's total fatalities. Pedestrian crashes in Tennessee were over twice as likely to occur on Friday and Saturday nights, and demographics indicate that 70 percent were male. In 2020, 89 percent of pedestrian fatalities in Tennessee were in urban areas.

According to TITAN, Tennessee had 148 pedestrian fatalities in 2019, but that number rose to 172 in 2020, for a 13.9 percent increase.

Pedestrian fatalities and serious injuries are increasing in Tennessee, but the onus lies with both motorists and pedestrians. While on the roadways, both groups should avoid distractions (i.e., electronic devices) and maintain complete focus. They must obey all traffic signs and signals and always be aware of their surroundings. It is imperative they look for each other at all crosswalks and intersections, especially during dark conditions. Pedestrians should wear reflective gear for higher visibility. Of the 1,774 pedestrian crashes in 2020 in Tennessee, 44 percent occurred in dark conditions. The motorist should slow down when approaching a traffic light, and the pedestrian should attempt to make eye contact with the motorist before crossing. Pedestrians should always use crosswalks when they are available. In 2020, 906 of 1,328 pedestrians were not using a crosswalk when they were hit. Motorists and pedestrians must never drive or walk impaired. There were 60 impaired motorists and 177 impaired pedestrians in crashes in Tennessee in 2020.

Fatalities that involve bicyclists are also a cause for concern. In 2020, 932 bicyclists were killed nationwide, which was higher than the 856 fatalities in 2019 and shows an 8.9 percent increase. Unfortunately, Tennessee's statistics followed that trend with a 46 percent increase in bicyclist fatalities, rising from 7 in 2019 to 13 in 2020. Nationally, bicycle crashes rose from 859 in 2019 to 938 in 2020, a 9.2 percent increase. There was also a rise in Tennessee crashes from 370 in 2019 to 394 in 2020, which shows a 6.5 percent increase. Tennessee law states that a bicycle has the legal

status of a vehicle. This means that bicyclists have full rights and responsibilities on the roadway and are subject to the regulations governing the operation of a motor vehicle.

## PERFORMANCE TARGET

Performance Measure Name Target	Target Metric Type	Target Start Year	Target End Year	Target
<b>C.10 Number of Pedestrian Fatalities</b>	Numeric	2024	2026	206
		2024	2024	208
		2025	2025	207
		2026	2026	206
<b>C.11 Number of Bicyclists Fatalities</b>	Numeric	2024	2026	10
		2024	2024	12
		2025	2025	11
		2026	2026	10

## PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO’s overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

## COUNTERMEASURE: EDUCATION THROUGH ENFORCEMENT

### *Program Area Impact*

According to *Countermeasures That Work, Tenth Edition* pedestrians and bicyclists come in all ages, genders, and ethnicities. Because of this, many different knowledge, skills, perception, and judgment levels exist. The THSO strives to reduce serious injuries and fatal crashes by educating all roadway users about safe bicycle and pedestrian safety practices. Communication strategies are used in conjunction with this. They are designed to increase the understanding of bicyclist and pedestrian safety and will reach a broader audience, increasing the number of individuals reached with the message. Also factored in is the awareness of the general motoring public of the vulnerability of this population.

In addition, the THSO plans to work with local law enforcement agencies in high-impact areas where pedestrian fatalities are rising. These agencies will utilize trained officers to provide enforcement through education to both motorists and pedestrians. The officers will be highly visible and will distribute educational materials to increase awareness of pedestrian safety.

### *Program Area Linkage*

Statistics show that Tennessee’s fatalities and serious injuries occur primarily in the urban areas, which led the Tennessee Highway Safety Office to award overtime-only grants to the Memphis Police Department (PD), Metropolitan Nashville PD, Chattanooga PD, and the Knoxville PD. These are “Education through Enforcement” grants, and the overtime activities consist of the distribution of educational materials to both motorists and pedestrians. This allows the enforcement officers to interact positively with the public while providing vital safety information.

Tennessee pedestrian laws don’t currently align with traditional enforcement methodology, so alternative methods must be utilized to reduce the injuries and fatalities of this vulnerable road user group.

The THSO elected to take part in a pedestrian and bicycle assessment during FFY 2023. Within the final assessment report, prioritizing “high visibility enforcement and/or engagement” was listed as a priority recommendation within the enforcement section.

## ESTIMATED BUDGET: COMMUNICATION (MEDIA) - NON MOTORIZED SAFETY

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Pedestrian/Bicycle Safety (BIL)	\$150,000
2023	BIL NHTSA 405d Mid	405d Mid HVE (BIL)	\$250,000
2023	BIL NHTSA 405g	405g Law Enforcement (BIL)	\$75,000
2024	BIL NHTSA 402	Pedestrian/Bicycle Safety (BIL)	\$150,000
2024	BIL NHTSA 405d Mid	405d Mid Other (BIL)	\$250,000
2024	BIL NHTSA 405g	405g Law Enforcement (BIL)	\$75,000
2025	BIL NHTSA 402	Pedestrian/Bicycle Safety (BIL)	\$150,000
2025	BIL NHTSA 405d Mid	405d Mid Other (BIL)	\$250,000
2025	BIL NHTSA 405g	405g Law Enforcement (BIL)	\$75,000
<b>Total Over Three-Years</b>			<b>\$1,425,000</b>

## COUNTERMEASURE: COMMUNICATION (MEDIA) - NON MOTORIZED SAFETY

### *Project Safety Impacts*

The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar. This plan requires cohesive collaboration to reinforce Tennessee laws and change driver behavior. The THSO has engaged in a state interagency contractual agreement with Tennessee Technological University (TTU) to provide media buying, marketing, and advertising services in an effort to facilitate behavioral change. Services include feature design, production, purchasing, and administrative reconciliation to assist the state in informing and educating the public on traffic safety issues. The

primary services encompass the purchasing and creation of audio spots (radio and streaming), television (network and cable) time, social media, digital advertising (display, pre-roll, native, and Over-the-Top Television [OTT]), cinema ads, and Out-of-Home (OOH) to dispense various THSO traffic safety-related messages.

TTU will employ a data-driven approach for media buys utilizing statewide crash and fatality statistics to most effectively engage the target audience, all Tennesseans, thereby reducing fatalities, injuries, and associated economic losses resulting from traffic crashes.

The THSO's earned media efforts are comprised of the following: traditional news media, digital news media, and social media. The THSO will continue to pitch traditional news outlets like local radio, television, and print newspapers; however, the THSO will substantially increase digital communications and social media efforts as internet technology continues to advance.

The THSO often collaborates with traffic safety partners and community advocates to host press events during media campaigns. A press event is a tactic used to increase community support, personalize the enforcement message, localize the issue, and spread awareness for crash victims and families of crash victims. All THSO press events are video recorded, uploaded to YouTube, and posted to social media.

The THSO website, TNTrafficSafety, serves as the primary resource for THSO's digital assets. The site provides Tennessee traffic crash data, THSO news and information, event calendars, educational resources, and more.

In advance of every month, the THSO builds a digital social media calendar using a Google spreadsheet. This spreadsheet is populated with content based on the NHTSA communications calendar. The THSO also develops creative content to capitalize on social media trends, upcoming events, and popular topics. In addition, the THSO often uses social events to apply a relevant traffic safety message. Once approved by THSO management, all content within the social media calendar is scheduled to be posted via Hootsuite, a social media dashboard.

The THSO closely monitors its social media presence using the analytical tools provided by each platform. The THSO's most successful platforms are YouTube, Facebook, and Twitter. Social media reports are generated monthly and shared with the management team for review. This allows staff and management to know which content generated the most interest and engagement.

### ***Linkage Between Program Area***

The pedestrian safety awareness campaign will utilize the Be Aware, Be Alert behavioral message during Pedestrian Safety Awareness Month. The campaigns will include social media, digital (display, OTT, pre-roll, etc.) and OOH (transit and billboards). The measure for advertising outreach will be within the goals and guidelines of frequency and reach set by NHTSA for national paid media campaigns.

Earned media efforts encompass the THSO’s major topics, including bicycle and pedestrian safety. Each media campaign will be strategized to reach the appropriate target audience(s) during each campaign period. In doing so, the THSO will analyze Tennessee’s media use and current population demographics to target messaging accurately.

***Rationale***

The THSO elected to take part in a pedestrian and bicycle assessment during FFY 2023. Within the final assessment report, the communication plan for pedestrian and bicyclist safety is mentioned as part of the overall communication plan. It was determined that this approach was appropriate; however, more of a common statewide approach was determined to be needed by the assessment team instead of the targeted approaches with potentially different messages.

**ESTIMATED BUDGET: COMMUNICATION (MEDIA) - NON MOTORIZED SAFETY**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 405g	405g Public Education (BIL)	\$40,000
2024	BIL NHTSA 405g	405g Public Education (BIL)	\$40,000
2025	BIL NHTSA 405g	405g Public Education (BIL)	\$40,000
<b>Total Over Three-Years</b>			<b>\$120,000</b>



## PROGRAM AREA:

# DISTRACTED DRIVING PREVENTION

### PROBLEM ID

NHTSA has defined distracted driving as anything that diverts the driver's attention from the primary tasks of navigating the vehicle and responding to critical events. A distraction is anything that takes your eyes off the road (visual distraction), your mind off the task of driving (cognitive distraction), or your hands off the wheel (manual distraction). Distractions shift the focus to another activity instead. As a result, they endanger driver, passenger, and even bystander safety. Some of the common distractions include the following:

- Eating and drinking
- Texting
- Using a cell phone
- Talking to passengers
- Grooming
- Reading (including maps)
- Using a navigation system
- Watching a video
- Adjusting the radio, CD player, or Bluetooth

**Sending or reading a text takes your eyes off the road for 5 seconds. At 55 mph, that's like driving the length of an entire football field with your eyes closed.**

These distractions can be categorized as visual, auditory, manual, or cognitive.

- Visual distractions include tasks that require the driver to look away from the roadway to obtain information visually.
- Auditory distractions include functions requiring the driver to hear something unrelated to driving.
- Manual distractions include tasks that require the driver to take a hand off the steering wheel and manipulate a device.
- Cognitive distractions include functions requiring drivers to take their minds off driving and think about something other than the driving task.

Cell phone usage is one of the most common and most alarming distractions. Sending or reading a text takes your eyes off the road for 5 seconds. At 55 mph, that's like driving the length of an entire football field with your eyes closed. Text messaging requires the driver's visual, manual, and cognitive attention.

According to NHTSA's Overview of Motor Vehicle Traffic Crashes in 2021, 3,522 distracted driving-

related fatalities occurred in 2021 (Stewart, 2023). Nationwide, eight percent of all drivers 15 to 19 years old were involved in a distracted-affected fatal crash. This young driver group reflects the most significant portion of all drivers in a distracted driving fatal crash (National Highway Traffic Safety Administration, n.d.).

Distracted driving in Tennessee continues to be a problem. While the number of crashes and fatalities involving a distracted driver has decreased, more work needs to be done to see zero distracted driving crashes.

**Tennessee Crashes and Fatalities Involving Distracted Drivers**

	2018	2019	2020	2021	2022
Crashes	24,624	23,722	20,391	22,188	20,784
Fatalities	62	69	70	74	66

*Sources*

*Crashes: TN Dept. of Safety and Homeland Security, TITAN Business Unit, 31 May 2023. (TITAN)*

*Fatalities: TN Dept. of Safety and Homeland Security, TITAN Business Unit, 31 May 2023. (FTS)*

It is difficult to convince or require drivers to avoid distractions while driving. Unfortunately, many drivers consider some distractions such as eating or drinking, listening to the radio, or talking on cell phones, to be necessary and common activities they are unlikely to give up. NHTSA uses the term “human choice” to describe deaths and crashes attributed to distracted driving. That is the same term used to describe crashes caused by speeding, drunk driving, and failure to wear a seat belt. It seems like the term “human choice” would go a long way in getting drivers to pay attention, but unfortunately, the problem persists.

Currently, 47 states have laws banning texting while driving, and while many of those have been enacted in the past three years and are currently being enforced, we have not seen a significant drop in the number of crashes attributed to distracted driving. (State Laws, n.d.) It’s also important to note that the problem is not just among teens. Of the more than 3,000 deaths caused by distracted driving in 2019, only 9 percent of those drivers were between 15 and 19 years old. (Stewart, 2023)

Distracted driving enforcement can be challenging for law enforcement. A height advantage helps tremendously. The THSO has conducted six bus tours since 2017, each offering an advantaged line of sight from above the typical vehicle for law enforcement. If a driver is spotted holding or using their phones, law enforcement radios ahead with the car tag and description for issuance of a distracted driving citation. Texting drivers often swerve or drive erratically, drawing attention. Law enforcement recognizes these patterns. These bus tours drew national recognition for their unique approach. This reinforced what is suspected, distracted driving is vastly underreported. This is often due to other life-threatening violations, such as impairment and speeding, taking precedence and being more easily detected.

Tennessee passed a “Hands-Free” Law in July 2019. The Hands-Free Law in Tennessee prohibits a driver from holding a cell phone with any part of their body. It prohibits drivers from sending or

reading text messages or reaching for their phone, where it requires the driver’s body to leave the seat or no longer be restrained by the seat belt properly. (Hands Free Tennessee | TN Hands Free Law, n.d.)

## PERFORMANCE TARGET

Performance Measure Name Target	Target Metric Type	Target Start Year	Target End Year	Target
<b>P.1 Number of Distracted Driving Fatalities</b>	Numeric	2024	2026	60
		2024	2024	64
		2025	2025	62
		2026	2026	60

## PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO’s overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

## COUNTERMEASURE: ENFORCEMENT OF DISTRACTED DRIVING

### *Project Safety Impacts*

According to NHTSA's *Countermeasures That Work, Tenth Edition*, the obvious way to reduce distracted driving is to convince or require drivers to pay closer attention to their driving. Unfortunately, convincing or requiring drivers to avoid distractions while driving is difficult. Many drivers consider some distractions, such as eating or drinking, listening to the radio, or talking on cell phones, to be important and everyday activities, and they are unlikely to give them up. Moreover, studies indicate drivers themselves are poor judges of the performance decrements resulting from distracting activities. This may be difficult to do. Therefore, behavior strategies that promote awareness of the risks of distracted driving are recommended. Ultimately, communication and enforcement are vital in raising awareness of distracted driving.

High visibility cell phone and text message enforcement's objective is to actively seek out cell phone users through special saturations, patrols, and various enforcement techniques. Tennessee implemented in July 2019 a restricted cell phone usage law aimed at eliminating cell phone usage among all drivers. The new law is called "Hands Free Tennessee." During April's National Distracted Driving Awareness Month, Hands Free Tennessee is supported through enforcement and communication. Tennessee continues to advocate for distracted driving strategies. Several law enforcement agencies across the state coordinate their local distracted driving strategies and enforcement efforts with April's distracted driving awareness month.

### *Linkage Between Program Area*

According to NHTSA's *Countermeasures That Work, Tenth Edition*, three NHTSA demonstration projects focused on HVE combined with paid and earned media suggest that these elements show promise in reducing the use of handheld phones and texting (Cosgrove et al., 2011). Distracted driving enforcement and communication work in partnership to change driver behavior. The THSO and its partnering agencies will continue highlighting NHTSA's safety precautions to the driving public to minimize distraction while driving.

### *Rationale*

According to *Countermeasures That Work, 10th Edition*, High-Visibility Cell Phone and Text Messaging Enforcement is an effective strategy (4-stars).

### *Funding Consideration*

The highway safety office intends to fund law enforcement agencies to target distracted driving on Tennessee roadways.

## ESTIMATED BUDGET: ENFORCEMENT OF DISTRACTED DRIVING

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Distracted Driving (BIL)	\$255,000
2024	BIL NHTSA 402	Distracted Driving (BIL)	\$255,000
2025	BIL NHTSA 402	Distracted Driving (BIL)	\$255,000
<b>Total Over Three-Years</b>			<b>\$765,000</b>

## COUNTERMEASURE: PERCEPTIONAL STUDY

### *Project Safety Impacts*

Crashes due to distracted driving in Tennessee surpassed 20,000 in 2014 and have been above this number for the last nine years. Just last year (2022), Tennessee reported 20,814 crashes due to distracted driving, which represents a reduction compared to 2021 (22,243 crashes) but a slight increase compared to 2020 (20,433 crashes). Sadly, Shelby County has long been the county with the highest number of crashes due to distracted driving. In 2015, distracted-related crashes surpassed 6,000 and have stayed between 6,000 and 8,000. The highest number of crashes reported was in 2019 (7,901), significantly higher than in the last three years (2020: 6,639 crashes; 2021: 7,288 crashes; 2022: 6,868 crashes), but still surpassing the 6,000 thresholds. (TITAN 2023)

When comparing the number of crashes caused by distracted driving by age group in Shelby County, the data shows that last year (2022), the second-highest number of crashes attributed to distracted driving is credited to adolescent drivers (younger than 25). (TITAN, 2022) More specifically, last year, 1,494 crashes due to distracted driving in Shelby County involved individuals under 25 years old.

Therefore, it is essential to note that any efforts that can be made to develop a negative attitude toward distracted driving at early ages will result in more responsible adult drivers in the future. In 2023 70.25 percent of the University of Memphis student population was less than 25 years old, making it an optimal place to launch a marketing and educational campaign to target young drivers in Shelby County.

An additional method this grantee plans to utilize in 2024 is The Consumer NeuroInsights Research Lab (C-NRL) at The University of Memphis. The C-NRL is a behavioral research and teaching facility

founded in 2013. C-NRL features a wide range of technologies and methods associated with consumer neuroscience, including EEG, eye tracking, automated facial expression recognition, galvanic skin response (GSR), pupillometry, heart rate and heart rate variability (HR/HRV), and implicit testing. Modern neuroscience suggests the vast majority of our decision-making (upwards of 90 percent) is driven by mental processes that are occurring below the level of consciousness. This means that the results of traditional research methods, such as surveys and focus groups, may sometimes be misleading, as they can only provide a partial picture of what drives buyer behavior. The expectation is to gain novel insights by specifically integrating facial expression recognition, galvanic skin response, and eye-tracking technology to understand how the target demographic responds to advertisements about distracted driving.

### ***Linkage Between Program Area***

The University of Memphis' social media campaigns center around repetitive exposure to messages that will be tracked to see the impact on attitudes and behaviors toward distracted driving. IN 2023 and 2024, the body of work and research will use the following methods for reaching young drivers and students 1) social media platforms to increase awareness about distracted driving and its consequences 2) mobile app to send push notifications about distracted driving. Since the student population has been receiving messages about the dangers of distracted driving through the mediums already mentioned, the main objective of the 2024 campaign will be to compare how repetitive exposure to these messages can affect students' attitudes and behaviors. The research will be conducted through the end of 2024 to gain a comprehensive comparison of 2023 to 2024. This will garner extensive, comprehensive data over 18 months. More knowledge from the community about the types of distracted driving will result, as well as attitudes and any behavioral changes. Most importantly, the data and research results will reflect if a reduction in the number of crashes due to distracted driving resulted in Shelby County.

### ***Rationale***

NHTSA supports distracted driving awareness campaigns and promotes it with the messaging of "U Drive. U Text. U Pay." The research conducted by this agency will help the THSO align our messaging with the demographics needed to promote safety messages and to determine if they are truly successful utilizing neuroscience.

### ***Funding Consideration***

The highway safety office intends to fund research entities to help utilize cutting-edge science to help in targeting distracted driving messaging.

## ESTIMATED BUDGET: PERCEPTIONAL STUDY

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Distracted Driving (BIL)	\$170,000
2024	BIL NHTSA 402	Distracted Driving (BIL)	\$170,000
2025	BIL NHTSA 402	Distracted Driving (BIL)	\$170,000
Total Over Three-Years			\$510,000

## COUNTERMEASURE: COMMUNICATION (MEDIA) - DISTRACTED DRIVING

### *Project Safety Impacts*

The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar. This plan requires cohesive collaboration to reinforce Tennessee laws and change driver behavior. The THSO has engaged in a state interagency contractual agreement with Tennessee Technological University (TTU) to provide media buying, marketing, and advertising services in an effort to facilitate behavioral change. Services include feature design, production, purchasing, and administrative reconciliation to assist the state in informing and educating the public on traffic safety issues. The primary services encompass the purchasing and creation of audio spots (radio and streaming), television (network and cable) time, social media, digital advertising (display, pre-roll, native, and Over-the-Top Television [OTT]), cinema ads, and Out-of-Home (OOH) to dispense various THSO traffic safety-related messages.

TTU will employ a data-driven approach for media buys utilizing statewide crash and fatality statistics to most effectively engage the target audience, Tennesseans 18 to 39 years old, thereby reducing fatalities, injuries, and associated economic losses resulting from traffic crashes.

### *Linkage Between Program Area*

The distracted driving awareness campaign will utilize the Hands Free Tennessee enforcement message during Distracted Driving Awareness Month. The specific age category is teenagers and young adults 18-39 years old. The campaign will include audio spots (streaming), social media, and digital advertising (display, pre-roll, YouTube, etc.). The measure for advertising outreach will be within the goals and guidelines of frequency and reach set by NHTSA for national paid media campaigns.

The THSO’s earned media communications goal for distracted-driving prevention is to utilize local partnerships, community outreach events, and digital platforms to increase awareness for our “Hands Free Tennessee” campaign. The THSO works with Tennessee Tech University iCube to update THSO’s educational materials with current data and information, update the THSO’s distracted-driving webpage as needed, and prepare distracted-driving messaging for THSO’s monthly social media calendars. All of this is done to support local partners who utilize THSO resources to advocate for “Hands Free Tennessee” during community outreach events. Every year, the THSO promotes “Hands Free Tennessee” throughout April for National Distracted Driving Awareness Month. The THSO will prepare “Hands Free Tennessee” press release templates for agencies conducting distracted-driving education or enforcement in April. The THSO will also include distracted-driving messaging on social media throughout the year to remind Tennesseans to drive hands-free. The THSO will also share photos and public service announcements created by grantees for distracted-driving awareness. Furthermore, the THSO will support local Hispanic communities by sharing available Spanish marketing materials.

**Rationale**

Despite *Countermeasures That Work, 10th Edition*, rating Communications and Outreach on Distracted Driving as 1-star, no studies prove or disprove the effectiveness of media campaigns. There is cited general public for support of media outreach regarding Distracted Driving in *Countermeasures That Work, 10th Edition*, and THSO follows the NHTSA Communications Calendar in promoting Distracted Driving Awareness Month. This serves the dual purpose of informing Tennesseans of Tennessee’s relatively new Hands Free Law and spreading awareness of the dangers of distracted driving.

**Funding Consideration**

The THSO intends to provide educational public service announcements with the message of reducing distracted driving in an effort to change social norms of high-risk demographics through a paid media contract and a grant agreement through Tennessee Technological University as well as to provide earned media opportunities with messaging to increase education and awareness about distracted driving in local communities across Tennessee.

**ESTIMATED BUDGET: COMMUNICATION (MEDIA) - DISTRACTED DRIVING**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Distracted Driving (BIL)	\$40,000
2024	BIL NHTSA 402	Distracted Driving (BIL)	\$40,000
2025	BIL NHTSA 402	Distracted Driving (BIL)	\$40,000
<b>Total Over Three-Years</b>			<b>\$120,000</b>



## PROGRAM AREA: COMMUNITY TRAFFIC SAFETY PROGRAM

### PROBLEM ID

With an increasing need for data-driven initiatives, governmental and non-governmental organizations need to address their traffic injury problems locally to an ever-greater extent.

Long-term individual and community-based measures are crucial for addressing complex behavioral problems like drinking and driving that are determined by a myriad of cultural, lifestyle, and psychosocial factors. Single-strategy activities focused on the individual have been shown to be ineffective over the long term, particularly when compared with grassroots, community-based activities

reflecting social attitudes about what behaviors are acceptable to other members of the community.

Community-level planning and activities permit a higher level of coordination and earned media than the traditional single-strategy approaches once favored in highway safety. When community leaders begin to consider who needs to be involved in their highway safety activities, they are often surprised by the interest and skills non-traditional partners bring to the table.

Tennessee's roadway fatalities continue to have an increasing trend as injury crashes have been following a level trend over the past four years, according to TITAN crash data. Through community education and programming, the severe injury and fatal crashes can hopefully be reduced through highly effective awareness events and programs.

Tennessee has four main metro areas, Nashville, Memphis, Knoxville, and Chattanooga, that have growing diverse populations. The Hispanic race has increased from 4.6 percent to 6.1 percent from the 2010 to 2020 census and will continue to grow (U.S. Census). The largest Hispanic populations are located in the urban and suburban areas of Shelby County (Memphis), Greater Nashville Area,

**With an increasing need for data-driven initiatives, governmental and non-governmental organizations need to address their traffic injury problems locally to an ever-greater extent.**

Greater Knoxville Area, and Hamilton County (Chattanooga). There are 28,044 Native American/Alaska Natives in Tennessee, with the largest concentration in Shelby County and the Greater Nashville Area (U.S. Census).

The THSO is working to integrate market-savvy information into multiple-strategy social marketing campaigns, generally developed at the community level, that not only get drivers' attention but also motivate them to change their behavior.

## PERFORMANCE TARGET

Performance Measure Name Target	Target Metric Type	Target Start Year	Target End Year	Target
		2024	2026	153,000
P.2 Number of Unique Visitors on TN Traffic Safety, Reduce TN Crashes, and Ollie Otter	Numeric	2024	2024	151,000
		2025	2025	152,000
		2026	2026	153,000

## PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO's overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

## **COUNTERMEASURE: TRAFFIC SAFETY RESOURCE CENTER**

### ***Project Safety Impacts***

The Tennessee Traffic Safety Resource Center works to implement communication and outreach programs to reach all different types of demographics to help increase driver awareness; this will, in turn, reduce the number of fatalities, injuries, and crashes.

There is an elementary education program, Ollie Otter, that visits schools to educate on the importance of seat belts, booster seats, distracted driving, and school zones. The events use a mascot program that provides a memorable experience in traffic safety to Kindergarten – 4th graders.

Reduce TN Crashes focuses on the high school demographics across the state to promote and educate with approved programs to discuss many different topics in traffic safety, including, but not limited to, seat belts, GDL, impaired driving, distracted driving, and proper driving behaviors.

### ***Linkage Between Program Area***

There is an urgent need to continue the positive and coordinated THSO educational efforts through marketing and outreach programs to decrease the number of injuries and fatalities on all Tennessee roadways. Finding sustainable creative marketing and promotional strategies is essential for building effective relationships with the various target markets and Tennessee stakeholders. Additionally, creating innovative marketing and outreach programs is crucial to lower injuries and fatalities and empower traffic safety stakeholders with the technology and resources. By using School-Based Programs, the intent is to impact multiple demographics in a concentrated effort to reach the students during learning/school hours.

Nearly every section of the NHTSA’s *Countermeasures That Work, Tenth Edition*, utilizes communication and outreach as an effective strategy. The following program areas have a communication and outreach component, as well as some areas not listed:

- Seat belts and child restraints,
- Speeding and speed management, and
- Distracted and drowsy driving.

**Funding Consideration**

The THSO intends to fund the Tennessee Traffic Resource Center through an interagency agreement with Tennessee Tech University.

**ESTIMATED BUDGET: TRAFFIC SAFETY RESOURCE CENTER**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Safe Communities (BIL)	\$1,050,000
2024	BIL NHTSA 402	Safe Communities (BIL)	\$1,050,000
2025	BIL NHTSA 402	Safe Communities (BIL)	\$1,050,000
<b>Total Over Three-Years</b>			<b>\$3,150,000</b>

## COUNTERMEASURE: SAFE COMMUNITIES

### *Project Safety Impacts*

Safe Routes to School hopes to increase the amount of walking and bicycling trips to and from school – while engaging in safe and aware behaviors. Safe Routes to School looks to approach and address engineering, education, and enforcement on the roadways. By focusing on multiple facets of community safety programming (older drivers, CPS, and bicycle/pedestrian safety), agencies will educate safe roadway behaviors. Demonstrations such as Safety City, a mock neighborhood where students are able to practice safe walking and biking practices before attempting it in a real-world environment, help educate individuals on proper practices. Students are shown proper bicycling safety procedures, including helmet checks, tire pressure checks, bike fit, and the importance of reflective materials. Pedestrians will be educated on the roadway sign meanings, the importance of reflective materials, and how to properly use crosswalks.

### *Linkage Between Program Area*

Community traffic safety programs target diverse populations within the city and works on educating on safe walking/biking practices for better mobility in urban areas.

### *Rationale*

The Safe Communities concept began in Sweden in the mid-1970s when a community health care unit selected injuries as one of its projects for preventive health care. The objectives of the “accident” prevention project were to (1) reduce injury rates and eliminate causes of injuries; (2) motivate citizens to assume responsibility for injury prevention; (3) obtain program buy in and acceptance from citizens as well as local government and community institutions; and (4) evaluate program results through data collection on injuries as well as awareness and attitude surveys. In the American approach to the Safe Communities concept, the idea is to use the Safe Communities concept to initiate a new generation of community programs that address traffic-related injuries within the context of all injuries (Safe Communities: An Approach to Reduce Traffic Injuries, n.d.).

### *Funding Consideration*

It will be the intent of the THSO to fund agencies that educate people on multiple facets of highway safety.

## ESTIMATED BUDGET: SAFE COMMUNITIES

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Safe Communities (BIL)	\$133,000
2024	BIL NHTSA 402	Safe Communities (BIL)	\$133,000
2025	BIL NHTSA 402	Safe Communities (BIL)	\$133,000
<b>Total Over Three-Years</b>			<b>\$399,000</b>



# PROGRAM AREA: EMERGENCY MEDICAL SERVICES

## PROBLEM ID

The Department of Transportation defines the Safe System Approach as layers of protection and shared responsibility to promote a holistic approach to safety across the entire transportation system. “The key focus of the Safe System approach is to reduce death and serious injuries through design that accommodates human mistakes and injury tolerances.” The Safe System Approach includes five elements: safe road users, safe vehicles, safe speeds, safe roads, and post-crash care. Individuals involved in a serious injury crash rely on first responders to quickly treat and stabilize them on a scene by providing the best level of care possible before EMS transport them in a timely and safe manner to get any further care required.

The Safe System Approach aligns with the mission of THSO to target zero roadway fatalities on our roads. In Tennessee, we have 95 counties, with 78 of them being considered rural by the University of Tennessee Boyd Center for Business and Economic Research. The data makes us prominently a rural state outside our metro areas, with more people moving to rural areas every day. For example, in 2022, there was an increase of 1.8 percent in population in rural areas compared to a 0.9 percent increase in 2021. As a result, more people are moving outside of the metro areas, which can lead to more drivers on rural roads.

To further the issue, currently, Tennessee has five Level One Trauma Centers throughout the state and four Comprehensive Regional Pediatric Centers, according to the Tennessee Department of Health. The Level One Trauma Centers are located in metro areas. These locations include:

- Chattanooga
- Johnson City
- Knoxville
- Memphis
- Nashville

The Comprehensive Regional Pediatric Centers are also located in these same metro areas:

- Chattanooga
- Knoxville
- Memphis
- Nashville

While having Tennessee’s Level One Trauma Centers spread throughout the state, it still takes a significant amount of time to transport an individual from a rural area to one of these centers. This timeframe makes the job of emergency medical services complex to get a severely injured person to the needed help within the golden hour.

The golden hour is defined as the first 60 minutes after a traumatic injury (Resuscitation Outcomes Consortium Investigators). The Emergency Medical Services Response Times in Rural, Suburban, and Urban Areas report outlines, “Emergency medical service units average 7 minutes from the time of a 911 call to arrival on scene. That median time increases to more than 14 minutes in rural settings, with nearly 1 of 10 encounters waiting almost a half hour for the arrival of EMS personnel.” With Tennessee being mostly rural, it is imperative that first responders have the patient extricated from the vehicle and ready for care as soon as EMS units arrive on the scene. Following this, EMS units, depending on the severity of the crash, will then need to transport the patient to one of the level-one trauma centers that are staggered across the state. This transport time can range from 10 to 30 minutes or even longer. In the most severe of cases, and weather depending, it could even require a helicopter to transport the patient to the level of care needed to ensure the best outcome.

**“Emergency medical service units average 7 minutes from the time of a 911 call to arrival on scene. That median time increases to more than 14 minutes in rural settings, with nearly 1 of 10 encounters waiting almost a half hour for the arrival of EMS personnel.”**

***-Emergency Medical Services Response Times  
in Rural, Suburban, and Urban Areas***

## PERFORMANCE MEASURE(S)

Performance Measure Name Target	Target Metric Type	Target Start Year	Target End Year	Target
		<b>2024</b>	<b>2026</b>	<b>145</b>
<b>P.3 Crashes Involving “Move Over Law” violation</b>	Numeric	2024	2024	147
		2025	2025	146
		2026	2026	145

## PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO’s overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

## COUNTERMEASURE: POST-CRASH CARE

### *Project Safety Impact*

Currently, there are no national performance measures for EMS outlined in the tenth edition of Countermeasures that work. According to the NHTSA website for the Office of Emergency Medical Services, “NHTSA has supported the development of comprehensive EMS systems for more than 40 years. When injuries occur as a result of a motor vehicle crashes, EMS provides the best “last chance” to reduce death and disability. This aligns with the Safe System Approach that the Department of Transportation has outlined.

### *Linkage Between Program Area*

With Tennessee being a primarily rural area, it can be difficult for some of the rural fire departments to spend money on extraction equipment. It is key for all EMS personnel to have extrication equipment to perform a rescue as needed to help save a severely injured patient. For our rural fire departments, we must have funding to provide this life-saving equipment to reduce the time it takes to extract a person from a vehicle as most of the departments can't afford this equipment. Providing an agency with this grant will align with the safe systems approach of providing post-crash care.

### *Rationale*

Highway Safety Program Guideline 11: Emergency Medical Services requires that each state, in cooperation with its political subdivisions, ensures that persons incurring traffic injuries or trauma receive prompt emergency care under the range of emergency conditions encountered.

Implementing the proposed projects will improve motor vehicle crash survivability and injury outcomes by improving emergency medical response availability, timeliness, and quality during the “Golden Hour.”

By aligning with Highway Safety Guideline 11: Emergency Medical Services, this will also help the state better align with the Safe System Approach of providing post-crash care. It will ensure any driver in a serious injury crash receives the best care for them to be transported to the nearest level one trauma center during the golden hour.

### *Funding Consideration*

It is the intent of the highway safety office to fund projects to provide training opportunities and extrication equipment to rural first responder agencies within Tennessee.

## ESTIMATED BUDGET: POST -CRASH CARE

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Safe Communities (BIL)	\$100,000
2024	BIL NHTSA 402	Safe Communities (BIL)	\$100,000
2025	BIL NHTSA 402	Safe Communities (BIL)	\$100,000
Total Over Three-Years			\$300,000

## COUNTERMEASURE: EMERGENCY RESPONDER ROADSIDE SAFETY ENFORCEMENT

### *Project Safety Impacts*

AAA conducted a survey, Roadside Workers Field Evaluation of Perceptions and Countermeasures, that states, “Fifteen percent of survey participants (248 responders) reported being struck while managing traffic incidents. Responders were also asked if they ever experienced a near-miss incident (i.e., almost getting hit by a passing vehicle) while managing traffic incidents. Slightly less than 60% of survey participants (N = 971) reported experiencing near-misses.” As first responders work to save lives and protect communities, they often face dangerous situations on the side of the road.

### *Linkage to Problem Area*

According to NHTSA, there were 143 roadside fatalities involving first responders in the United States in 2019. In Tennessee, there were 5 fatalities involving first responders in 2019. These numbers demonstrate the need for increased safety measures for first responders working on the side of the road. Within the AAA study, careless, inattentive, or impaired drivers were considered to be the highest likely cause of injuries or fatalities to incident response personnel. The second most significant factor was lack of situation awareness.

### *Rationale*

By identifying the causes of roadside crashes involving first responders and developing strategies to prevent these crashes from occurring, the THSO can improve safety for first responders and drivers on the side of the road. Through enforcement, Tennessee can increase compliance with the Move Over Law and reduce the number of roadside fatalities involving first responders.

The THSO intends to fund local and state law enforcement in order to enforce Tennessee’s Move Over Law.

## ESTIMATED BUDGET: EMERGENCY RESPONDER ROADSIDE SAFETY ENFORCEMENT

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 405h	405h Law Enforcement (BIL)	\$75,000
2024	BIL NHTSA 405h	405h Law Enforcement (BIL)	\$75,000
2025	BIL NHTSA 405h	405h Law Enforcement (BIL)	\$75,000
Total Over Three-Years			\$225,000

## COUNTERMEASURE: COMMUNICATION (MEDIA) EMERGENCY RESPONDER ROADSIDE SAFETY

### *Project Safety Impacts*

The THSO will utilize both media branches (earned and paid) as part of its integrated communications plan that works in tandem with the NHTSA Communications Calendar. This plan requires cohesive collaboration to reinforce Tennessee laws and change driver behavior. The THSO has engaged in a state interagency contractual agreement with Tennessee Technological University (TTU) to provide media buying, marketing, and advertising services in an effort to facilitate behavioral change. Services include feature design, production, purchasing, and administrative reconciliation to assist the state in informing and educating the public on traffic safety issues. The primary services encompass the purchasing and creation of audio spots (radio and streaming), television (network and cable) time, social media, digital advertising (display, pre-roll, native, and Over-the-Top Television [OTT]), cinema ads, and Out-of-Home (OOH) to dispense various THSO traffic safety-related messages.

TTU will employ a data-driven approach for media buys utilizing statewide crash and fatality statistics to most effectively engage the target audience, all Tennesseans of driving age, thereby reducing fatalities, injuries, and associated economic losses resulting from traffic crashes.

The THSO's earned media efforts are comprised of the following: traditional news media, digital news media, and social media. The THSO will continue to pitch traditional news outlets like local radio, television, and print newspapers; however, the THSO will substantially increase digital communications and social media efforts as internet technology continues to advance.

The THSO often collaborates with traffic safety partners and community advocates to host press events during media campaigns. A press event is a tactic used to increase community support, personalize the enforcement message, localize the issue, and spread awareness for crash victims and families of crash victims. All THSO press events are video recorded, uploaded to YouTube, and posted to social media.

The THSO website, TNTrafficSafety, serves as the primary resource for THSO's digital assets. The site provides Tennessee traffic crash data, THSO news and information, event calendars, educational resources, and more.

In advance of every month, the THSO builds a digital social media calendar using a Google spreadsheet. This spreadsheet is populated with content based on the NHTSA communications calendar. The THSO also develops creative content to capitalize on social media trends, upcoming events, and popular topics. In addition, the THSO often uses social events to apply a relevant traffic safety message. Once approved by THSO management, all content within the social media calendar is scheduled to be posted via Hootsuite, a social media dashboard.

The THSO closely monitors its social media presence using the analytical tools provided by each platform. The THSO's most successful platforms are YouTube, Facebook, and Twitter. Social media reports are generated monthly and shared with the management team for review. This allows staff and management to know which content generated the most interest and engagement.

### ***Linkage Between Program Area***

The roadside safety campaign will utilize the Move Over Law message during months of increased speeding-related crashes. The age category targeted is Tennesseans of driving age. The campaigns will include audio spots (streaming), social media, digital advertising (display, pre-roll, YouTube, Waze, etc.). The measure for advertising outreach will be within the goals and guidelines of frequency and reach set by NHTSA for national paid media campaigns.

The THSO's overall earned media communications goal for roadside safety is to align education, awareness, and enforcement efforts during specific time periods and support paid media strategies as scheduled. The THSO works with Tennessee Tech University iCube to update THSO's "Move Over" educational materials with current data and information, update the THSO's website as needed, and prepare "Move Over" messaging for THSO's monthly social media calendars. Every year, the THSO will prepare "Move Over Law" press release templates for agencies conducting speed enforcement during our "Move Over" campaign. The THSO may host a press event or create a public service announcement to launch the "Move Over" campaign statewide. The THSO will also share photos

and public service announcements created by grantees. Furthermore, the THSO will support local Hispanic communities by inviting Hispanic media outlets to local press events and sharing Spanish marketing materials we have available. The THSO hopes to offer more resources to Spanish-speaking communities as NHTSA is able to provide more Spanish resources for the THSO to share.

***Rationale***

While *Countermeasures That Work, 10th Edition*, does not offer specific guidance on promoting education about “Move Over Laws” or work zone safety, the Uniform Guidelines for State Highway Safety Programs does promote the education of drivers, including the importance of State and local motor vehicle laws and ordinances, as well as safe driving practices.

***Funding Consideration***

The THSO intends to provide educational public service announcements with the message of reducing first responder roadside injuries through a paid media contract and a grant agreement through Tennessee Technological University as well as to provide earned media opportunities with messaging to increase education and awareness about first responders and roadside workers in local communities across Tennessee.

**ESTIMATED BUDGET: COMMUNICATION (MEDIA) EMERGENCY RESPONDER  
ROADSIDE SAFETY**

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 405h	405h Public Education (BIL)	\$40,000
2024	BIL NHTSA 405h	405h Public Education (BIL)	\$40,000
2025	BIL NHTSA 405h	405h Public Education (BIL)	\$40,000
<b>Total Over Three-Years</b>			<b>\$120,000</b>



## PROGRAM AREA: **OLDER DRIVER SAFETY**

### PROBLEM ID

Older driver safety is a significant concern in Tennessee, where 20 percent of licensed drivers involved in fatal crashes are over the age of 65, which is three percent higher than the national average (NHTSA, 2023). By 2030 people 65 and older will outnumber those 18 and under for the first time in the United States. As a result, there will be more than 70 million people aged 65 and older, with 85–90 percent licensed to drive. This demographic shift will result in roughly 10,000 people reaching age 65 per day between 2010 and 2030 (U.S. Census Bureau, 2023). This shift equates to an increase in the percentage of the population that is 65 years old or older from 13 percent to 20 percent during that timeframe.

By 2030, Tennessee's older population is projected to be 22 percent of the state's population, an increase from the national average. The 2019 report from the Tennessee Commission on Aging and Disability entitled estimates that seniors 65 and over will represent Twenty to 30 percent of the population in 65 of the 95 counties in Tennessee; Nineteen counties of the state's rural counties will have as much as 30 to 40 percent of their population represented by older adults.

In Tennessee, where 17.6 percent of the 65 and older population participate in the labor force and 42.5 percent live alone, the choice to drive is often made from necessity. Out of 95 counties in the state, 78 are classified as rural. While select bus options exist in some larger Tennessee cities, transportation alternatives remain limited. This lack of transportation further emphasizes the need for policies and programs that promote safe driving practices among older adults and provide them with alternative transportation options that maintain their mobility and independence.

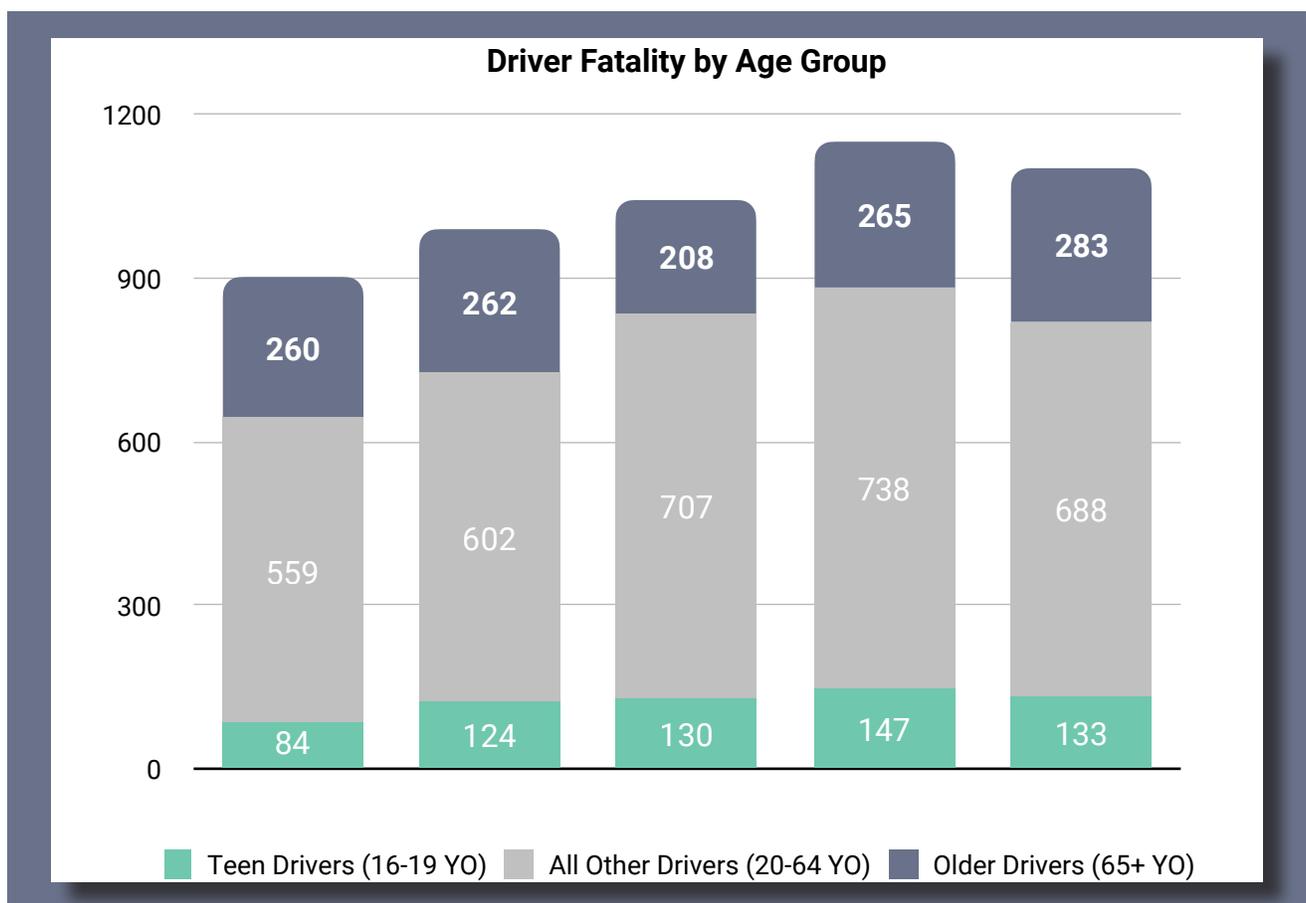
In Tennessee, the driver's license renewal process limits the government's capacity to assess drivers' ability over time. Renewals are generally due every eight years but require no re-testing and

**Research suggests that older drivers are now outliving their ability to drive safely by an average of seven to ten years.**

**- NIH**

can be completed by mail or online. In addition, the state does not require a vision test during the renewal process, putting both older drivers and other drivers on the road at risk.

Research suggests that older drivers are now outliving their ability to drive safely by an average of seven to ten years. When older drivers become problematic due to decreased physical or cognitive abilities, they are often left to make the decision to retire from driving on their own. In the event an older driver chooses to drive despite their ability to safely do so, law enforcement officers in Tennessee are limited in their power to remove these drivers from the roads. By issuing citations or making arrests, law enforcement eventually places these drivers in front of a judge who can, at that time, determine if a driver must be re-evaluated. Both law enforcement and citizens alike can request a driver be assessed, but there is no legal requirement for the driver to comply.



Per mile traveled, fatal crash rates increase noticeably starting at age 70-74 and are highest among drivers 85 and older. The increased fatal crash risk among older drivers is largely due to their increased susceptibility to injury, particularly chest injuries and medical complications, rather than an increased tendency to get into crashes. Considering the aging population is expected to increase significantly over the next decade, the number of older drivers who will be involved in fatal crashes will increase.

## PERFORMANCE MEASURE

Performance Measure Name Target	Target Metric Type	Target Start Year	Target End Year	Target
		<b>2024</b>	<b>2026</b>	<b>279</b>
<b>P.4 Number of Older Driver Fatalities</b>	Numeric	2024	2024	281
		2025	2025	280
		2026	2026	279

## PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO’s overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

## COUNTERMEASURE: LAW ENFORCEMENT ROLES

### *Project Safety Impact*

According to Countermeasures That Work, enforcement plays three overall roles in improving the safety of older drivers. The first role law enforcement plays in keeping older drivers safe is traffic enforcement. Increasing seat belt use, maintaining speed limits, and enforcement of other behavioral driving actions has a positive impact on older drivers and occupants. While making traffic stops, law enforcement can both evaluate and interface with older drivers to identify potential physical or cognitive impairments. Lastly, officers provide topic-specific information to older drivers to help them prepare to drive safely. These resources can educate the older driver on making driving retirement plans, how to be effectively assessed for driving, or how to find community events or professionals that teach adaptive driving strategies to aging populations.

### *Linkage Between Program Area*

Law enforcement in Tennessee addresses older driver safety on the road by issuing citations, and occasionally arrests, based on driver activity. In addition to enforcing traffic safety on the streets, law enforcement officers can refer a driver for vision or medical assessments or Driver Services for a driving assessment. Officers also refer drivers to available local programs targeting older drivers, such as CarFit, Yellow Dot, and No-Zone Truck Safety, coordinated by community partners and volunteers.

### *Rationale*

Tennessee utilizes several approaches to decrease the number of older drivers killed and seriously injured on the roadways. With a three-star effectiveness rating, the countermeasure 3.1 Law Enforcement Roles is used from NHTSA's *Countermeasures That Work, Tenth Edition*.

### *Funding Consideration*

THSO intends to provide traffic enforcement, the collection and analysis of data, as well as community safety programs to older drivers to decrease fatal crashes and injuries through a combination of law enforcement and community grant agreements providing services and resources to this high-risk Tennessee demographic.

## ESTIMATED BUDGET: LAW ENFORCEMENT ROLES

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	BIL NHTSA 402	Community Traffic Safety Project (BIL)	\$65,000
2024	BIL NHTSA 402	Community Traffic Safety Project (BIL)	\$65,000
2025	BIL NHTSA 402	Community Traffic Safety Project (BIL)	\$65,000
Total Over Three-Years			\$195,000



## PROGRAM AREA: YOUNG DRIVER SAFETY

### PROBLEM ID

Motor vehicle crashes are a public health concern both in the United States and abroad. In the United States, motor vehicle crashes are a leading cause of death and kill over 100 people daily (CDC, 2023). However, motor vehicle crash injuries and deaths are preventable. The CDC released a study stating that, in 2020, almost 41,000 people died in motor vehicle crashes in the United States, resulting in more than 110 deaths daily (CDC, 2023).

Nationally we are experiencing an alarming, increasing number of teen crashes and fatalities.

The CDC has used the term “epidemic” when referring to teen crashes and fatalities. About 2,800 teens ages 13–19 lost their lives in car crashes in 2020 (CDC, 2023). That is an average of eight teens a day (CDC, 2023). Teenagers have significantly higher crash rates than any other demographic. Crash risk is exceptionally high during the first months that teen drivers have their licenses (CDC, 2023). Immaturity leads to speeding and other risky habits, and inexperience means teen drivers often do not recognize or know how to respond to hazards. Newly licensed teens have a crash rate per mile driven about 1.5 times higher for 16-year-old drivers than 18-19-year-old drivers (CDC, 2023).

Teen drivers and passengers are particularly vulnerable on roadways due to many causative factors:

- Driver inexperience
- Driving with a teen or young adult passenger(s)
- Nighttime driving
- Not utilizing seat belts
- Distracted driving
- Drowsy driving
- Reckless driving
- Impaired driving
- Lack of driver education in schools and communities

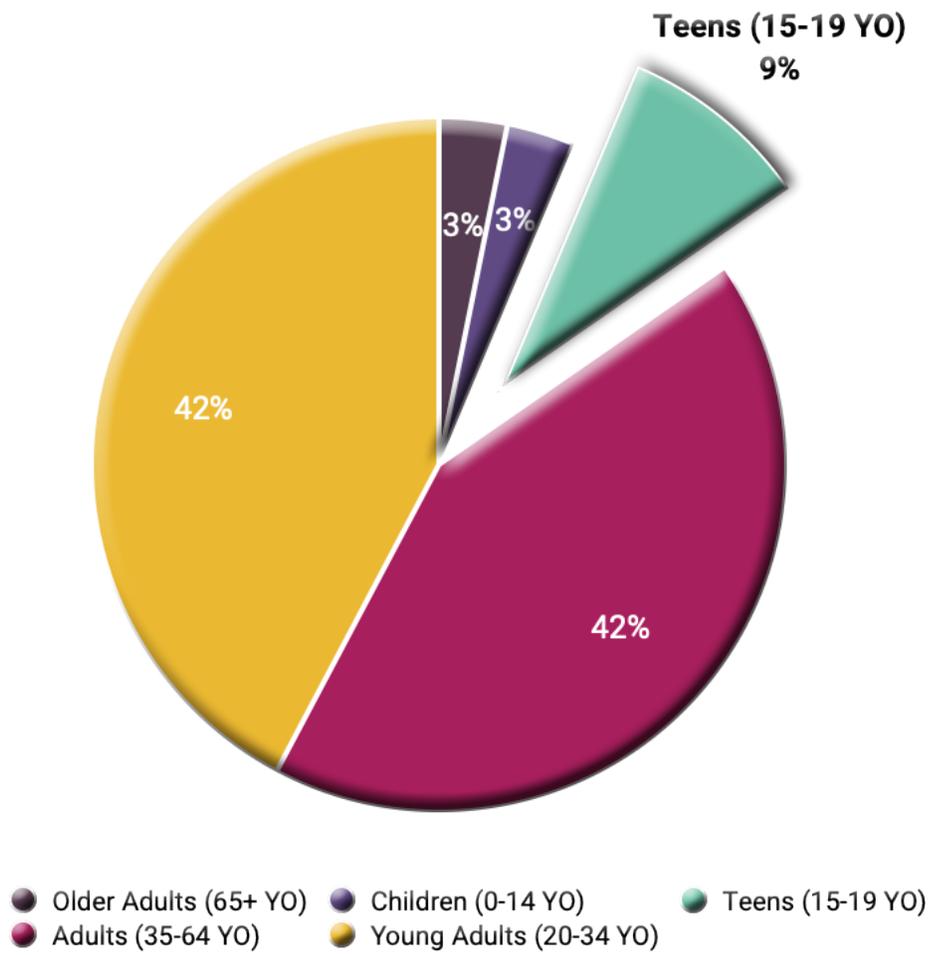
About 2,800 teens ages 13-19 lost their lives in car crashes in 2020. That is an average of eight teens a day.

-CDC

Per mile driven, teen drivers ages 16–19 have a fatal crash rate almost three times as high as drivers ages 20 and older (CDC, 2023). Research also shows that the motor vehicle death rate for male drivers ages 16-19 years was three times higher than that for female drivers in the same age group in 2020 (CDC, 2023).

This epidemic of increasing teen crashes and fatalities comes at a premium cost to Tennessee. The table below shows that teens ages 15-19 accounted for 134 million dollars in traffic death costs in Tennessee in 2018. This staggering amount accounts for only five years of life. The other four demographic groups all have 14 or more years and even as much as 29 years in the adults 35-64. An age group the span of only five years of drivers is accountable for almost 10 percent of traffic fatality costs in Tennessee.

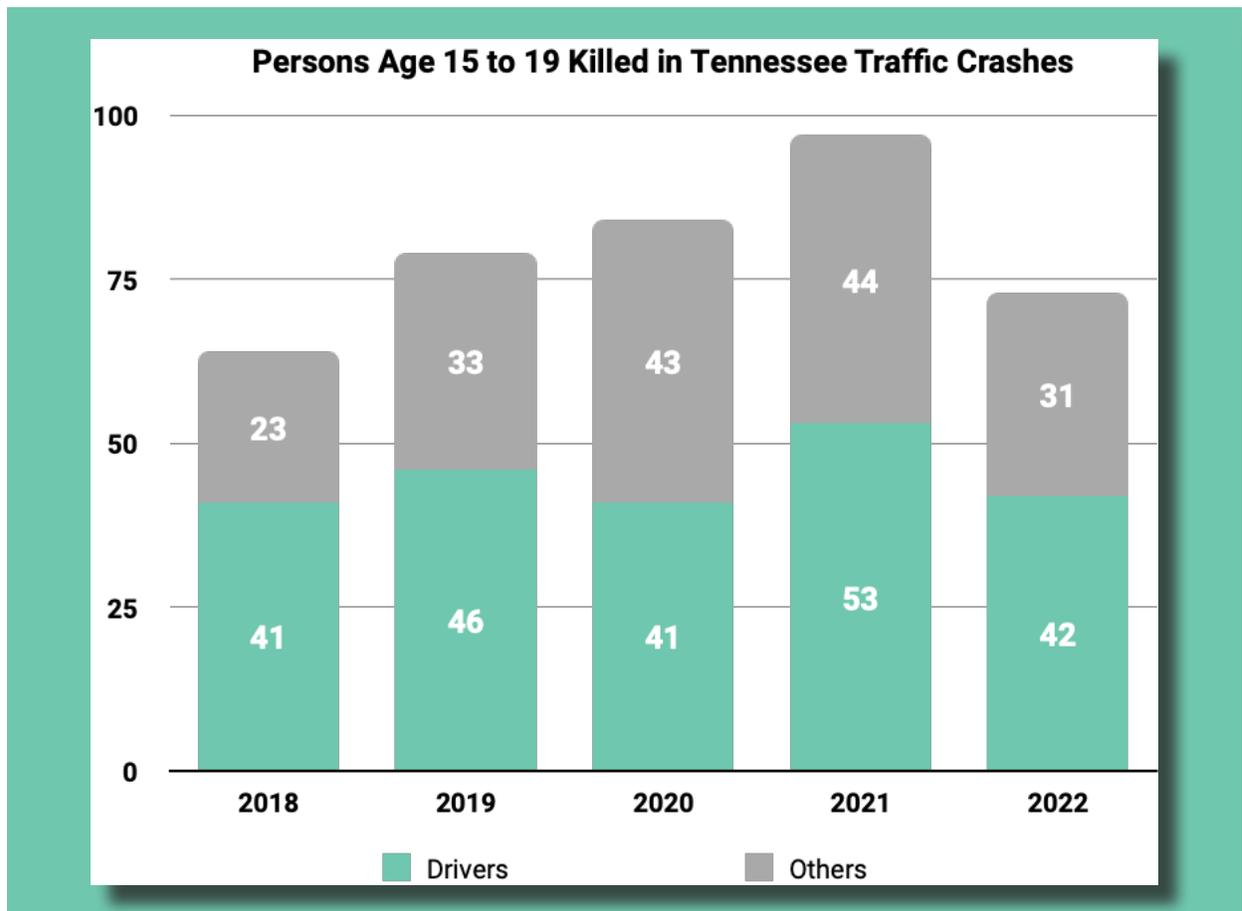
**Cost of Traffic Deaths by Age Group  
Tennessee**



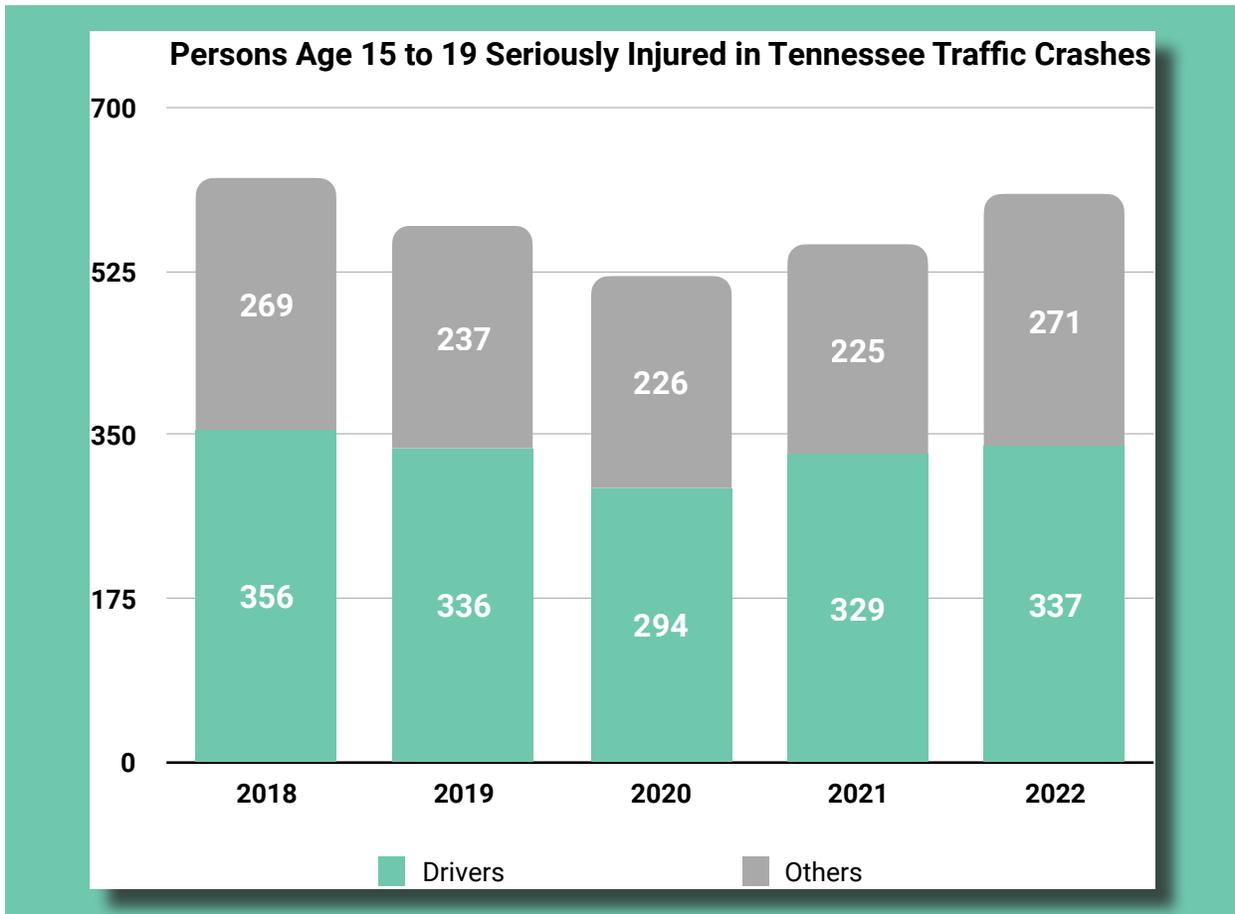
Source: CDC WISQARS, 2018

Tennessee, fortunately, experienced a slight decrease in teen fatalities related to traffic crashes from 2021 to 2022. However, teens experienced an increase in serious injuries from car crashes during this same time frame. Despite the recent decrease in the teen fatality rate, this is still the leading cause of teen deaths in Tennessee and the Nation. (NHTSA 2022, CDC 2022)

In 2022, Tennessee saw 73 teens between the ages of 15 to 19 killed on the roadways.



*SOURCE:*  
2018 - 2021 DATA, NHTSA. STATE TRAFFIC SAFETY INFORMATION. ONLINE AT [HTTPS://CDAN.NHTSA.GOV/STSI.HTM#](https://cdan.nhtsa.gov/stsi.htm#),  
ACCESSED 21 APR 2023.  
AFTER 2021, TN DEPT. OF SAFETY AND HOMELAND SECURITY, TITAN BUSINESS UNIT, 21 APR 2023. (FTS)



Source: TN Dept. of Safety and Homeland Security, TITAN Business Unit, 21 Apr 2023. (TITAN)

## PERFORMANCE MEASURE

Performance Measure Name Target	Target Metric Type	Target Start Year	Target End Year	Target
<b>C.9 Number of Drivers Age 20 or Younger Involved in Fatal Crashes</b>	Numeric	2024	2026	144
		2024	2024	153
		2025	2025	148
		2026	2026	144

## PUBLIC PARTICIPATION AND ENGAGEMENT

The THSO prioritizes meaningful community engagement, which will benefit the overall mission of reducing traffic fatalities and serious injuries on Tennessee roadways. Engaging with communities allows the highway safety office to understand concerns, explore alternative solutions, identify potential new opportunities, and create a vision for the future together. The highway safety office has a number of grants throughout the state, with the reach attempting to be one per county, with numerous counties having more than one.

The initial goals for public engagement have contributed to the development of the THSO's overall highway safety program. Through consistent engagement, the highway safety office will identify who is underserved and overrepresented, which will allow the THSO to adjust countermeasures and funding levels across program areas to address the specific safety needs within particular communities. These communities will be determined based on survey results, crash data, and census tract data.

Moving forward, the THSO has set the following goals to engage with communities that are determined to be of interest:

- To work with law enforcement agencies that receive grants on community collaboration efforts related to their grants.
- To increase engagement through community-based events such as National Night Out, Touch-A-Truck, athletic events, etc., to engage with many individuals from the community – going to where they live, work, and play.

## COUNTERMEASURE: AWARENESS AND EDUCATION

### *Project Safety Impact*

Through collaboration with Tennessee teen safety-focused grantees, statewide partners, TDOSHS, school systems, and local law enforcement agencies, the THSO wants to bring together youth and adult leaders to develop and steward resources to support teen drivers. Continued partnerships with statewide educational and awareness programs will serve as a positive support network for teens who wish to change how their friends act behind the wheel. Additionally, prospective grantees will present numerous topics of concern for teen drivers. For example, texting while driving and substance abuse are two issues that prospective grantees will educate teen drivers on through interactive programs and presentations.

The THSO will utilize technology to promote the ReduceTNCrashes website. ReduceTNCrashes is designed to increase awareness of safe driving practices amongst teens by facilitating and rewarding activities rooted in promoting teen traffic safety. ReduceTNCrashes combines innovative branding

and essential marketing to create a campaign for increasing traffic safety activities in all public and private high schools throughout Tennessee. By providing teen crash rate data and a growing list of safe driving activities, ReduceTNCrashes raises awareness of the need for safe driving programs and provides the tools to conduct crash-reduction activities in schools by students. Schools are also awarded points for completing and submitting pictures of their experiences. Participation in ReduceTNCrashes activities will help educate the need for young drivers to follow the Graduated Driver License (GDL) laws, the importance of not driving distracted, wearing a seatbelt, and the consequences of driving impaired.

Reduce TN Crashes program has offered over 248,000 students and young drivers the opportunity to get involved in over 1,457 highway safety campaigns and unique safe driving activities. These activities have run the gambit from Slow Down speed campaigns to “make good decisions tonight” prom night safety by seniors to underclassmen and peers. Peer-to-Peer programming such as ReduceTNCrashes is highly effective in engaging students as well as promoting safer driving habits. The program has awarded over 164 schools with bronze, silver, or Gold awards for their efforts since its inception in 2013.

### ***Linkage Between Program Area***

Teen driver education programs point out to drivers the new dangers they will face when driving. Making young drivers aware of the extreme dangers when behind the wheel can be a powerful deterrent and incentive them to choose safety. This education is strongly centered around the “choice” to make good decisions or unsafe decisions. Examples of unsafe decisions are highlighted through victims sharing their stories via 3D driving experiences, simulated driving on wet roads, pedestrians in the roadway, high speed, and impairment goggles showing first-hand how difficult it is to walk impaired, much less to drive a car impaired. Awareness programs offer real-life roadway situations via Oculus Goggles paired with a gaming laptop. The Oculus experience places young drivers on actual roadways “virtually” in their community for better awareness, decision-making, and familiarity with the road conditions they will face. Additionally, sample area speed limits, certain environments, and conditions requiring caution, such as sharp curves, quick stops, and more, are practiced safely. Being placed in these types of scenarios from educational programs has shown, via pre-and post-surveys, to increase young drivers’ awareness, confidence, critical thinking, and safer choices when actually behind the wheel. Educational and awareness programming and presentations bring to life extreme dangers, crash likelihood, and fatality possibility,

### ***Rationale***

The THSO funds in excess of 12 educational and awareness grants annually, specific to young drivers. Each grant is to promote safe driving choices and habits as young drivers age. Approximately 685,400 young drivers across Tennessee have been exposed to educational or

awareness grant programs during the 2021-2022 school year. Through survey results conducted in conjunction with education programs, the THSO sees an increase in the perception and awareness of these dangerous habits by young drivers within the 2022-2023 school year.

- Cumberland Region
  - Before an educational program on distracted driving, 53.03 percent of the 583 surveyed students reported that they read or sent text messages while driving. After the program, 8.43 percent of the 583 surveyed students reported that they are not likely to text and drive in the future. Therefore, an 80 percent decrease in the number of students who are likely to text and drive after the awareness presentation.
- East Tennessee:
  - Before an educational program focusing on impaired driving, 44.68 percent of the 662 surveyed students reported that they had either driven while impaired or been a passenger of an impaired driver. After the program, only 9.87 percent of the 662 surveyed students reported that they were likely to drink and drive in the future. A decrease of 74.6 percent in such deadly decision-making was realized by the young drivers after being exposed to educational programming. This suggests that educational programs raise awareness about the dangers of impaired driving and encourage safer driving behaviors.
- Middle Tennessee
  - Before an educational program focusing on speeding, 40.32 percent of the 909 surveyed students reported that they speed in excess of 10 miles an hour regularly. After the program, only 11.93 percent of the 909 surveyed students reported that they were likely to continue speeding in the future. This means that there was a 48 percent decrease in the number of students who are likely to speed.

### ***Funding Consideration***

It will be the intent of the THSO to fund projects that will increase the young driver populations awareness of the dangers of deadly driving behaviors as well as to educate them on the consequences.

## ESTIMATED BUDGET: AWARENESS AND EDUCATION

Source	Funding Source ID	Eligible Use of Funds	Estimated Funding Amount
2023	FAST Act NHTSA 402	Teen Safety Program (BIL)	\$720,000
2023	154 Transfer Funds	154	\$175,000
2023	BIL 405d Impaired Driving - Mid	405d Low Other Based on Problem ID (BIL)	\$500,000
2024	FAST Act NHTSA 402	Teen Safety Program (BIL)	\$720,000
2024	154 Transfer Funds	154	\$175,000
2024	BIL 405d Impaired Driving - Mid	405d Low Other Based on Problem ID (BIL)	\$500,000
2025	FAST Act NHTSA 402	Teen Safety Program (BIL)	\$720,000
2025	154 Transfer Funds	154	\$175,000
2025	BIL 405d Impaired Driving - Mid	405d Low Other Based on Problem ID (BIL)	\$500,000
<b>Total Over Three Years</b>			<b>\$4,185,000</b>

