Guidelines for Developing a High-Visibility Enforcement Campaign to Reduce Unsafe Driving Behaviors among Drivers of Passenger and Commercial Motor Vehicles

A Selective Traffic Enforcement Program (STEP) Based on the Ticketing Aggressive Cars and Trucks (TACT) Pilot Project
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INTRODUCTION

The goal of Selective Traffic Enforcement Programs (STEPs) is to induce motorists to drive safely. To achieve this goal, the STEP model combines intensive enforcement of a specific traffic safety law with extensive communication, education, and outreach informing the public about the enforcement activity. First used in Canada, the evolution of STEP has brought us the high-visibility enforcement campaigns popularized by the National Highway Traffic Safety Administration’s (NHTSA’s) Click It or Ticket seat belt program. Therefore, throughout this guide, the terms high-visibility enforcement campaign and STEP are used interchangeably.

In 2004, Congress directed NHTSA and the Federal Motor Carrier Safety Administration (FMCSA) to work together to educate drivers of passenger vehicles on how to share the road safely with commercial motor vehicles. In response to this directive, these agencies worked with the Washington Traffic Safety Commission (WTSC) to develop and fully evaluate a demonstration project based on the STEP model.

This guide is intended for State highway safety, law enforcement, and other professionals who work in the field of commercial vehicle safety. It provides guidelines for implementing a STEP to reduce unsafe driving behaviors among drivers of commercial and passenger motor vehicles. It draws on examples and lessons learned from the successful high-visibility enforcement campaign known as TACT (Ticketing Aggressive Cars and Trucks), which was developed in Washington State.

The STEP Model

The premise of the STEP model is that an individual’s discomfort or fear of being stopped for a traffic safety violation outweighs the desire not to comply with the law. Like any good deterrence program designed to change motorists’ behavior, STEPs are conducted throughout the year to maintain positive behavior, public awareness, and law enforcement engagement.

A strong partnership between traffic safety and law enforcement professionals forms the foundation of the STEP model. The lead agency representing either of these two groups typically provides the core staff that takes responsibility
for day-to-day operations and financial oversight. The major organizational components of a STEP are project staffing and management, problem identification and goal setting, and program and evaluation design. Each of these three components is explained at length in this guide.

A steering committee or other working group representing stakeholder organizations (e.g., the American Trucking Association) provides additional resources (in-kind and financial) and participates in the design and implementation of the STEP. The contribution of the steering committee is enhanced when its members possess knowledge and skills in research, communications and outreach, community organization, State/local policy, and commercial motor vehicle safety.

The TACT Project

*A Demonstration Study of the Effectiveness of a High-Visibility Enforcement Campaign to Reduce Unsafe Driving Behavior Among Drivers of Commercial and Passenger Motor Vehicles*

Using a pre-post research design that compared two intervention corridors with two control corridors, Washington State’s TACT project demonstrated the effectiveness of a high-visibility enforcement campaign to reduce unsafe driving behavior among drivers of commercial and passenger motor vehicles. The specific research goals established to study this effectiveness were as follows:

**Goal 1**—To test the effectiveness of high-visibility enforcement in reducing unsafe driving behaviors that contribute to commercial motor vehicle crashes.

**Goal 2**—To document unsafe driving behaviors around commercial motor vehicles by both commercial and passenger vehicle drivers. (The specific driving behavior targeted was cutting off large trucks. Other behaviors targeted were tailgating, speeding, and aggressive driving.)

**Goal 3**—To measure public awareness of the combined campaign of enforcement, paid and earned media, and outreach.

**Goal 4**—To develop a model that is replicable in other States.
The research team that evaluated Washington’s TACT project used various methodologies to measure the achievement of these goals. Their evaluation demonstrated success at every step—messages were received and understood, knowledge was changed in the intended direction, self-reported behavior improved, and observed behavior confirmed the self-reports. In conclusion, the TACT pilot project achieved its goals and thereby improved safety in the intervention corridors.

Although the TACT project documented the effectiveness of the STEP model, this documentation does not negate the need for evaluation when conducting a high-visibility enforcement campaign elsewhere. To allow for continuous program enhancement and improvement, program implementers must build in data collection and other procedures to evaluate outcomes and measures of success.

**Using the Guide**

This guide focuses on the experiences and lessons learned by those who conducted the TACT project, while drawing on the general experiences of others who have initiated STEPs. It begins with an overview that presents questions planners need to consider as they design their programs. These questions underscore the organizational and administrative scope encompassed by a STEP.

The main section of the guide provides a detailed look at the major program elements of a STEP. This section contains information culled from Washington’s TACT project final report describing the operational and program decisions made by the TACT project team (highlighted in blue). This information is enhanced by specific suggestions from the team, identified as “Lessons Learned.” Finally, the appendices provide additional information and resources, including a sample budget form and the TACT Exposure and Knowledge Survey Form to help planners in other States develop high-visibility enforcement campaigns.
The following questions identify the many considerations planners need to address when implementing a STEP. These questions are answered throughout this guide with specific examples from the Washington State TACT Project.

**Recruiting Steering Committee Members**

A steering committee is a volunteer group of representatives of highway traffic safety stakeholders. Members and the organizations they represent can provide technical support, in-kind services, project credibility, coordination, and community access.

- What types of expertise does the project team need on its steering committee (highway traffic safety, enforcement, communications/media, research, trucking industry, public policy)?
- What local organizations are involved in traffic safety or have a stake in highway traffic safety?
- What roles, responsibilities, and authority will be given to committee members?
- What benefits might an organization derive from participating on the steering committee? What incentives can the project team provide to participating organizations (media exposure, opportunity to meet colleagues from other disciplines, participation in a project that supports the goals of their organization)?
- How often will the steering committee meet?
- What other time commitments will the project team ask of committee members?
- How will the project team keep committee members informed of project activities?
- How will the project team recognize committee members for their participation?
Planning and Designing an Evaluation Plan

In general, the evaluation plan should measure changes in public awareness and violation rates before and after the high-visibility enforcement campaign. For additional information on evaluation, see endnotes (1) and (3) on NHTSA’s Click It or Ticket campaign and the Washington State TACT Final Report.

- Who on the project team will be responsible for overseeing the evaluation components of the project?
- What types of research professionals are needed to support the project?
- Do steering committee member organizations have staff with evaluation expertise available to work on the project?
- Do State or Federal agencies need to be contacted to obtain data for the project? Who will be responsible for making this contact?
- What data will the team use for problem identification?
- Is baseline data available for the specific violation to be enforced?
- What data will the team use to determine site selection(s)?
- What research methodologies will the team use to measure success?
- What research methodology will the team use to track awareness and attitudes?
- How will data on awareness and attitudes be collected? How often will these data be collected?
- What research methodology will be used for campaign message and materials testing?
- What type of citation data will be collected and analyzed?
- How will the project team track earned media?
- How will the team document and monitor project operations?

Planning and Designing an Enforcement Program

The availability of data for problem identification and site selection, among other data, is critical for designing an enforcement program. Especially important for site selection is information about planned roadway construction projects that might interfere with enforcement activities. Decisions made about enforcement will drive all other aspects of the program.
What unsafe driving behaviors will officers cite? Do the violations have a nexus to commercial motor vehicles?

On which roadways will enforcement take place? (It is important to avoid conflicts with other Federal/State enforcement activities.)

How many and what types of law enforcement agencies will participate?

What type of enforcement patrols will be used?

Is an enforcement aviation unit available?

What effect will weather have on planned enforcement waves?

What ticketing enforcement criteria will officers use (e.g., mph over the speed limit, following too closely [two car lengths], left-lane violations)?

What will be considered “aggressive” driving?

What information will be collected on the citations?

Will officers provide an informational flyer to motorists who are stopped?

How many enforcement waves will take place?

On what days of the week and at what times will enforcement take place?

Do officers need any special equipment to conduct enforcement activities?

Do officers from different jurisdictions have complementary communication frequencies?

Do officers require special training to participate?

Do local officers need training on how to stop a commercial motor vehicle?

What guidelines will be provided to law enforcement agencies for briefing their officers? Who will conduct the briefings (lieutenant)? How often should officers be briefed—before and after each enforcement day, daily, weekly?

Are there incentives available for overtime work?

Are there one or two officers willing to participate in outreach activities (e.g., speaking to employers who have large fleet operations, meeting with local radio and television reporters to inform them about the program)?

Who will inform the judiciary about the program? Will the judiciary support the campaign by not suspending or reducing the penalties for violations?

To which court will officers write citations?
Planning and Designing a Communications Program to Increase Public Awareness

Work on the communications program can begin once the project team has decided on the unsafe driving behaviors to target, along with the key elements of the enforcement plan. As with the overall project, the project team must identify outcome goals to guide the development of a communications plan. The plan should set forth the overall strategic approach or rationale for the types and scheduling of all communications activities. In addition, it should identify the target audience(s), messages to be communicated, media and other communications activities, an implementation schedule, and evaluation and tracking methods.¹

During the planning process, the team will have to consider the availability of resources as they determine the mix between paid and earned media for delivering campaign messages. (Paid media includes advertising [television, radio, outdoor]; earned media includes news coverage and feature stories.) They will also have to carefully coordinate the scheduling of communications and enforcement activities.

Goals and Audiences

- What are the goals and objectives of the campaign?
- Who is (are) the target audience(s)?

Planning and Operations

- How much money is budgeted for campaign materials development? Is there money allocated for paid media?
- Is there anyone on the steering committee who should participate in the development of messages, themes, and appeals for media/campaign products/materials development?
- How much time is needed for creative development to meet the scheduling needs of the overall project?
- Who will have final authority to approve creative products?
Who will be responsible for obtaining earned media?

Do law enforcement officers need training about earned media opportunities?

Who will be responsible for designing the schedule for the various campaign products/materials and activities so that they reinforce each other and keep the message visible?

Is the campaign schedule to increase public awareness properly coordinated with the enforcement waves?

**Messaging**

What is the main message of the campaign?

What are the secondary messages?

What themes and appeals should provide context for the message(s)?

Are there any preconceived notions, attitudes, misconceptions, or suppositions that people might have that would prevent them from receiving/believing the message?

How will campaign materials and messages be tested with the target audience?

**Media and Other Communications Activities**

What are the best media outlets and outreach activities for delivering the message(s)?

What will be the mix of campaign tools (ads, billboards, road signs, etc.) and activities?

Are there any additional materials (e.g., a handout for officers to give motorists who are stopped) that will enhance the campaign?

What public relations activities can support the campaign?

What additional educational and outreach activities can support the campaign?

Who will serve as spokespeople for the campaign?

How can community organizations/employers support the campaign?
Tips for Selecting an Advertising Agency

Advertising (creative development and placement), public/media relations, and public outreach are the major tactical areas through which campaigns to increase public awareness are promoted. In some instances, one agency might provide all of these services; however, this is not always the case. Consider the following questions when interviewing agencies:

- What services does the agency provide in-house? Does it do media placement? Has it negotiated free advertising in exchange for paid advertising commitments?
- What is the agency’s track record for earned media? Does it do public relations? (Will the agency work on the kickoff event for the campaign launch?)
- Does the agency’s portfolio reflect the expertise and scope necessary to develop the requisite campaign materials?
- What successful campaigns has the agency conducted that demonstrate its ability to provide a return on investment?
- Does the agency have a track record in issues or public service advertising (as opposed to selling products)?
- What are the qualifications of the creative director?
- How much of the creative work is done in-house? Does the agency have graphic designers, copywriters for print and broadcast, photographers? With whom does the agency work to do creative testing?
- Has the agency demonstrated its knowledge of and experience with new and innovative communications methodologies and production techniques?
- What systems does the agency have in place for involving its clients in the creative process? Does the agency provide creative briefs to clients?
- How experienced is the individual proposed as the account manager?
- How will the agency handle staff reassignment situations that may affect your contract?
- How long has the agency been in business? Is it financially sound?
- Does the agency have contingency planning experience for addressing negative campaign press, if necessary?
This section describes the major elements of a STEP. Details from the Washington State TACT project illustrate how States and communities can apply the STEP model to conduct a high-visibility enforcement campaign.

Getting Started

Under Section 4106 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), States are required to conduct comprehensive and highly visible traffic enforcement and commercial motor vehicle safety inspection programs in high-risk locations and corridors. States may use MCSAP (Motor Carrier Safety Assistance Program) basic grant funding and incentive grant funding for these programs; they may also apply for a MCSAP high-priority grant.

In addition, States can fund commercial motor vehicle traffic enforcement through SAFETEA-LU, Section 104(b)(5). To do so, States must have a State Highway Safety Improvement Program (based on an approved Strategic Highway Safety Plan [SHSP]) in effect. A SHSP is developed by the State Department of Transportation. Its purpose is to identify the State's key safety needs and guide investment decisions that will lead to significant reductions in highway fatalities and serious injuries on all public roads.

To apply for a MCSAP grant, States must provide a comprehensive action plan that describes how they will design and implement their STEP. The plan should address planning, communications, enforcement, evaluation, and post program follow-up. Along with the plan, States are required to submit a budget. See Appendix A for a sample budget form.
Lessons Learned from the TACT Project:

Local law enforcement should be involved in preparing the enforcement plan. Having a police chief or county sheriff on the steering committee – someone who wears the uniform – helps motivate the officers.

As staff at the applying agency prepare their action plan, they should contact other organizations to determine the role they might play in the project. Key groups that might participate in the implementation of a high-visibility enforcement campaign include the State –

- FMCSA Division Office
- MCSAP Lead Agency
- Department of Transportation
- Law Enforcement Agency
- Governor’s Highway Safety Office
- Trucking Association(s)
- Sheriffs and Police Chiefs Association(s)
- Federal Highway Administration
- NHTSA Regional Office

These preplanning inquiries will provide invaluable insights for developing the action plan, establishing a steering committee, and forming partnerships with the requisite public- and private-sector organizations that will make the project a success.

Project Staffing and Management

Overseeing the development and implementation of a STEP requires the dedication of a core staff that is responsible for day-to-day operations and oversight. Assuming knowledge of commercial motor vehicle safety and enforcement issues, this staff also would have knowledge and experience in project management, quantitative and qualitative research, communications, and finance. In some instances, permanent staff members of the lead agency fill these needs; in others, the agency hires consultants and vendors. Representatives of other key stakeholder groups participate in program design, implementation, and oversight as members of a steering committee or other working group. This group is convened by the lead agency, as required.
A Selective Traffic Enforcement Program (STEP) Based on the Ticketing Aggressive Cars and Trucks (TACT) Pilot Project

The Washington Traffic Safety Commission, which is the State’s Governor’s Highway Safety Office, served as the lead agency for the first TACT project. Key staff included a project director, chief research investigator, public information officer, and accountant (financial/contract manager). The steering committee included representatives from the following agencies:

- Pacific Northwest Region of NHTSA
- Federal Motor Carrier Safety Administration Division Office
- Federal Highway Administration Division Office
- Washington State Patrol (WSP) Commercial Vehicle Division
- Washington State Patrol, Field Operations Bureau
- Washington Association of Sheriffs and Police Chiefs (WASPC) representing local law enforcement
- Washington Trucking Association
- Washington State Department of Transportation (WSDOT) Data Office and Roadway Signage Office

Depending on the in-house capabilities of the lead agencies and steering committee members, outside services will most likely be needed to conduct research and evaluation, develop the products for the campaign to increase public awareness, and develop and purchase the media buy.

The TACT project used separate firms for creative development, media buying, and public relations. The project also hired a local research firm to conduct survey research associated with message testing. A nationally recognized research company conducted the public awareness surveys. This company also analyzed the project outcome data and wrote the research findings part of the final project report.

Problem Identification and Goal Setting

Problem identification begins with a review of commercial motor vehicle crash and causation data. This review can identify particular types of crashes, roadways on which specific types of crashes occur, groups that might be

Lessons Learned from the TACT Project:

The committee should include an officer who works patrol to provide a realistic approach to enforcement; this creates buy-in from other officers.
LESSONS LEARNED FROM THE TACT PROJECT:

It is especially important to determine the presence and duration of construction projects on selected corridors, along with any plans for future construction.

All law enforcement officers should collect the same data to ensure the continuity of citation data. To determine whether drivers are commuters or transients (based on area code information), only written warnings should be permitted.

Overrepresented in crash statistics, times of the day when more crashes occur, and other factors that might affect enforcement activities.

Although goal setting evolves from problem identification, it depends on many other factors, including the availability of funding and other in-kind resources necessary for program implementation. Other factors that influence goal setting include the types of violations that officers can cite, the geographic area for the project, the level of participation by enforcement agencies and key stakeholders, and the demarcation of media markets. However, once the project team has identified the roadway corridors for the STEP, it is important to obtain participation from law enforcement personnel from the jurisdictions in which enforcement will take place. Their participation early in the planning process will help the project team address and avoid potential difficulties.

For the TACT project, the Washington State researcher reviewed data on truck crashes throughout the State, identified the crash type of each crash and who was at fault, and delineated roads with high numbers of collisions between commercial and passenger vehicles.

A high-visibility enforcement campaign to reduce unsafe driving behavior among drivers of commercial and passenger motor vehicles might encompass the following goals:

**Goal 1**—To increase passenger vehicle motorist awareness of the need to leave sufficient space when passing a truck.

**Goal 2**—To increase passenger vehicle motorist perception that they will receive a ticket if they cut off a truck or exhibit other unsafe driving behaviors around commercial vehicles.

**Goal 3**—To increase the number of citations written by law enforcement officers for unsafe driving behavior around commercial vehicles.

**Goal 4**—To decrease the number of unsafe driving behaviors observed by law enforcement officers.

**Goal 5**—To reduce the number of crashes between commercial and passenger vehicles. (This goal would clearly require a comparison over time.)
Program and Evaluation Design

Program and evaluation design follow problem definition and goal setting. Program design defines all aspects of the enforcement program and campaign to increase public awareness. Evaluation design addresses the research and evaluation activities related to the effectiveness of the enforcement program and campaign to increase public awareness.

The following information identifies key program design issues, along with complementary information on evaluation design, when appropriate. Program design and evaluation decisions from the TACT project, enhanced by lessons learned, provide additional details.

Selection of the Traffic Safety Violations/Unsafe Driving Practices for Which Motorists Will Receive Tickets

There are a number of unsafe driving behaviors from which to choose, including speeding, following too closely, changing lanes without signaling, not allowing commercial motor vehicles to merge, driving in the “No-Zone,” and negligent/reckless driving. (The “No-Zone” represents the danger areas around trucks and buses where crashes are more likely to occur. Some “No-Zones” are actual blind spots in which a vehicle “disappears” from the view of the driver.)

The TACT steering committee examined several years of citation data (and considered anecdotal evidence from the trucking industry and law enforcement representatives on the steering committee) to determine the type of behavior that the campaign should target. They decided that “cutting off trucks” was the unsafe behavior to target in the TACT pilot project. Thus, the main objective of the campaign was to increase public awareness among commercial and passenger vehicle drivers of the need to leave more space when merging in front of trucks.
**LESSONS LEARNED FROM THE TACT PROJECT:**

Using three, instead of two, years’ worth of collision data would have provided a more stable source upon which to base the corridor selections.

When planning, consider the effect that implementing a project at the end of the fiscal year may have. (It was difficult getting road signs installed near the end of the WSDOT fiscal year.)

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**Site Selection/Roadways on Which Enforcement Will Take Place**

Proper site selection depends on the availability of crash and causation data, knowledge of planned roadway construction projects, and information on the availability and affordability (if using paid media) of media outlets for the campaign to increase public awareness.

WTSC first examined data from the WSDOT Data Office showing roads with a high number of collisions between passenger and commercial motor vehicles. The WSDOT research investigator analyzed these data and identified the 10 corridors where most of the collisions occurred. The most current data, from 2002, were broken into 10-mile sections of all State highways. For each 10-mile section, the researcher itemized the number of collisions involving commercial motor vehicles, the average daily traffic, and, where available, the percentage of commercial motor vehicles involved in that traffic. This information, along with the criteria listed below, was used to make final site selections:

- Number of passenger and commercial motor vehicle crashes, number of citations for aggressive driving, and number of single commercial motor vehicle crashes caused by others
- Availability of aircraft to assist with detection
- Shoulder width on roadways with high crash incidents (Shoulders must be wide enough to make a safe traffic stop)
- Road characteristics and conditions, such as the number of lanes, lane restrictions for trucks (trucks not permitted in the left lane), and planned construction projects
- Cost of the media markets in potential intervention corridors

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**Time Period and Timing for Program Implementation**

When choosing the time period for program implementation, the project team should consider the following factors:

- Competing traffic safety campaigns
- Other public health-related campaigns or local events that will compete for earned media
Weather conditions
High travel times of the year (holidays)
Planned roadway construction or maintenance

The ability to see road signs and passenger and commercial motor vehicles pulled over by law enforcement is necessary to affect driver behavior. Participation by the WSP Aviation Unit also required good visibility. Based on visibility and the weather, the steering committee planned to have three waves of enforcement (April, July, and September 2005) in each of the intervention corridors. When the project team found out that media and road signs would not be ready, they cancelled the April wave. Therefore, the two enforcement waves took place during July and September when daylight began at 6 a.m. and the weather was good.

Appendix D contains sample timelines for the Memorial Day and Labor Day 2006 Click It or Ticket campaigns. It also includes a Click It or Ticket planning timeline containing tasks and subtasks. Despite inherent differences, these Click It or Ticket campaign planning tools can be readily adapted when planning a high-visibility enforcement campaign.

Law Enforcement Agency Participation and Training

Although a greater number of commercial and passenger motor vehicles share interstate roads, significant numbers of traffic violations for unsafe driving behavior also occur on secondary roads. Therefore, participation by local law enforcement agencies will greatly contribute to the impact of a CMV high-visibility enforcement campaign. Local law enforcement participation also makes a difference in situations when law enforcement jurisdiction varies as interstates pass through different municipalities.

Program developers must plan for training, coordination, and feedback to participating officers, especially when local law enforcement agencies participate in the enforcement program. Local officers might require additional training on how to safely stop a commercial motor vehicle, as well as information on the law(s) they will be enforcing. (This might also be true for some State law enforcement officers). The lead agency must coordinate...
GUIDELINES FOR DEVELOPING A HIGH-VISIBILITY ENFORCEMENT CAMPAIGN TO REDUCE UNSAFE DRIVING BEHAVIORS AMONG DRIVERS OF PASSENGER AND COMMERCIAL MOTOR VEHICLES

LESSONS LEARNED FROM THE TACT PROJECT:

The project director should make personal contact with the police chiefs in the enforcement areas to explain the project and garner support.

To increase overall program effectiveness, local, county, and State law enforcement officers should work together to plan the enforcement activities and determine the type of training that officers will need.

patrol assignments with local agencies, which requires knowledge of the number and availability of officers for each enforcement wave. Finally, the lead enforcement agency should consider ways to provide feedback to all of the officers who participate.

Once the dates for the enforcement waves were established, the WASPC member of the steering committee contacted local law enforcement agencies that had jurisdiction on the stretches of I-5 in the intervention corridors to request their participation. Two county sheriffs’ offices and three police departments worked with WSP in intervention corridor #1. Two police departments worked with WSP in intervention corridor #2.

Enforcement Waves and the Mix of Enforcement Activities

The number of enforcement waves for a STEP usually varies between two and three. However, when possible, three waves are preferable, especially for a new campaign. Timing, resources, and the participation of local law enforcement agencies will affect the number of enforcement waves undertaken.

When State and local law enforcement agencies jointly participate in saturation patrols, they present a unified front to the community. These patrols serve to increase the perception that violators of traffic safety laws will be ticketed. In-view (marked patrol) vehicles, low-profile (unmarked) commercial enforcement vehicles, aircraft units, and law enforcement officers riding in commercial motor vehicles can all be part of the mix of a saturation patrol. Law enforcement agencies have found that saturation patrols are most effective when officers are redeployed on regular shifts to a concentrated area or extra officers are brought in on overtime.
The enforcement mix for the TACT pilot project included law enforcement officers riding in commercial motor vehicles provided by the trucking industry, aircraft, and marked and unmarked patrol vehicles. Although the original plan called for only trained WSP troopers to ride in the commercial motor vehicles, by the end of the second enforcement wave, local law enforcement officers also served in that capacity.

WSP troopers, equipped with video cameras and mobile radios, rode in the commercial motor vehicles. When they saw a violation, they called out the violator to other troopers or to local law enforcement officers waiting in their patrol cars on the shoulder or off-ramp. Strategically placed troopers/officers then pursued the violator and issued the ticket or written warning.

Members of the WSP Aggressive Driving Apprehension Team (ADAT), an unmarked vehicle unit, also took part in this project, as did unmarked vehicle units from local law enforcement agencies. Officers in unmarked vehicles operated independently and in conjunction with the troopers in the trucks, citing commercial and passenger vehicle drivers who were driving aggressively in the intervention corridors.

Officers in the WSP Aviation Unit focused on identifying aggressively driven passenger and commercial motor vehicles. Observed violations were radioed to the ground troopers/officers. Use of WSP aviation depended upon weather, visibility, and aircraft availability. Participating law enforcement agencies rated aircraft use as the single most effective enforcement tool during the project.

City police departments and county sheriffs’ offices that had jurisdiction used marked patrol cars to respond to calls from WSP aviation units and WSP troopers riding in trucks. They cited only passenger vehicles because most officers did not have the training needed to cite drivers of commercial motor vehicles.

**Documentation of Enforcement Actions and Activities**

Documenting enforcement actions and activities provides the basis for measuring the value of a community’s investment of time and resources,

**Lessons Learned from the TACT Project:**

Having a dedicated alternate radio frequency makes a big difference.
One full day was lost to SWAT activity on the interagency frequency because there was no alternate frequency.

Having steering committee members at the morning briefings and afternoon debriefings demonstrates the importance of the project to law enforcement officers and helps to address any issues, concerns, or problems encountered.
LESSONS LEARNED FROM THE TACT PROJECT:

For evaluation purposes, officers should write all warning tickets in order to record drivers’ ZIP Codes and types of vehicles. In addition, all citations should be written to the county district courts, not to city municipal courts.

Training for all participating officers ensured consistency and gained their buy-in.

Aviation was the most effective tool during enforcement. Unmarked patrol vehicles were also very effective.

thus allowing for future planning and resource allocation. Information on enforcement action serves the following purpose:

- Demonstrates the extent of the problem
- Allows for comparison among enforcement waves over time
- Provides demographics of offenders
- Shows the types of violations and the time of day that a violation is most likely to occur
- Measures the extent to which commercial motor vehicle-related crashes were reduced

The number of enforcement actions taken against passenger and commercial motor vehicle drivers in the vicinity of commercial motor vehicles were obtained from the WSP Time and Activity Report (TAR) database. All trooper contacts with drivers are recorded in the TAR database, including citations and warnings. The data include codes to indicate whether the contact was related to a commercial motor vehicle and whether it was associated with aggressive driving.

Additional data elements include the date, time, and location; the type of vehicle; driver demographics (age, sex, and race); and the violation(s) that initiated the stop. Commercial motor vehicle-related contacts with drivers of other vehicles were analyzed for the time periods before, during, and following each of the enforcement waves, as well as pre- and post-project for each of the four corridors. Participating local enforcement agencies also provided TAR data.

The project team obtained data on crashes involving commercial motor vehicles from the WSDOT statewide collision database and WSP-MCSAP database. The data were analyzed for the defined corridors (approximately 20 to 30 mile segments), as well as for the 1-mile segments adjacent to both ends of the project corridors. Rates per annual average daily traffic were computed and analyzed. Given that the numbers of commercial motor vehicle crashes in the project corridors were relatively small (approximately 30 to 100 per year in each of the corridors), calendar year totals for the three years before (2002 to 2004) and the project year (2005) were analyzed and compared. In addition, post-project data for 2006 will be obtained and reported.
Information on enforcement activities helps determine:

- Whether enough officers were on patrol;
- The type of training and feedback officers require;
- Whether the mix of the saturation patrols requires modification; and
- Whether the timing of the enforcement patrols was appropriate.

Local law enforcement officers were trained with WSP troopers before beginning the first enforcement wave. The training was designed to provide consistency in reporting citations.

WSP experience indicated that most risky behaviors around commercial motor vehicles occurred during the morning rush hours and lunch times. There is little aggressive driving during the evening commute and on weekends. Thus, enforcement took place Monday through Friday between 6 a.m. and 2 p.m. PDT.

**Media and Communications Strategies to Increase Public Awareness**

More recently, high-visibility enforcement campaigns have used extensive waves of paid advertising (television, radio, outdoor) supported by earned media (news coverage and feature stories). (See Appendix B for research findings on the effectiveness of using paid advertising when conducting a high-visibility enforcement campaign to promote seat belt use.) Most campaigns are launched with a kickoff news event that is heavily promoted to the media. After each wave of enforcement, communications staff continue to make personal contact with the media and send press releases to encourage coverage of the campaign.

Roadway signage (outdoor advertising, electronic boards, and signs at toll and rest areas) plays an important role in keeping the message before the public. In many instances, law enforcement officers distribute educational handouts to individuals stopped for violations. All media should reflect the participation of State and local law enforcement agencies.

Once again, agencies should allocate the monies associated with this level of activity to ensure program success. If an agency plans to use only public service advertising, it should allocate time upfront to obtain commitments for ad placement.
LESSONS LEARNED FROM THE TACT PROJECT:

During the planning stage, identify visuals, posters, wrapped truck trailers, patrol cars, etc. that should be available at the kickoff/launch of the project.

Road signs did the best job of reaching people with the message. State and Federal signage personnel should be involved from the beginning of the project to ensure conformance with the Manual on Uniform Control Devices. Sign fabricators should also be consulted to make sure the signs can be constructed easily.

The TACT pilot project used road signs; wrapped truck trailers that contained the road sign message; radio and newspaper ads; and posters, banners, and flyers. The project team held a kickoff press event at which they unveiled the wrapped truck trailer and road signs. In addition, they maintained contact with local radio and television stations that featured stories about TACT during their news programs.

Message Testing of Campaign Media and Materials

Once the project team decides which unsafe driving behavior the campaign will feature, the creative team should begin to craft the main message(s) of the campaign and the themes and appeals that they will use to promote it. Testing the language of the message and the visual manner in which it is presented provides information that will increase the effectiveness of the final product.

The TACT project interviewed 200 people through two intercept surveys to gauge public attitudes and awareness levels about driving around commercial motor vehicles and leaving one car length for every 10 miles of speed when merging in front of commercial motor vehicles. In the first intercept survey, staff showed a road sign visual to respondents to obtain their reactions. Building on reactions from the first survey, the road sign visual was further refined and tested with a second 100-person intercept survey to ensure that it met its communications objectives.

The communications objectives for the road sign required that it be readable at speeds of 60 to 70 mph and communicated (to passenger and commercial motor vehicle drivers) the need to leave more space when merging in front of commercial motor vehicles. It also had to give the perception that extra law enforcement patrols would be enforcing the law, thereby increasing the chance of getting a ticket. The results of the second intercept survey indicated that the road sign visual met the campaign’s communications objectives.

Documentation of Campaign Activities

As with the documentation of enforcement actions and activities, documenting the effects of the campaign to increase public awareness allows for future planning and resource allocation. This documentation addresses how many
people were reached and the effect that this exposure had on self-reported behavior. The information gathered lets planners and communities know:

- How many people were reached;
- The most effective communications strategies and materials for reaching people; and
- Whether people report a change in behavior as a result of the campaign.

Documentation of the demographics and numbers of people reached by the campaign is obtained as part of the media planning/placement process, as well as when the team conducts its public awareness surveys. (Appendix C contains a copy of the Exposure and Knowledge Survey Form used for the TACT project.) However, it is more difficult to obtain this information if the campaign does not include paid media.

To document the effectiveness of the campaign to increase public awareness, the TACT project conducted its public awareness survey in cooperation with the Washington State Department of Licensing (DOL). The purpose of the survey was to determine 1) whether people in the intervention sites had been exposed to and remembered the message and enforcement campaigns and 2) whether they reported a change in behavior in response to the countermeasures. The survey collected information on demographics, driving habits, seat belt use, awareness of enforcement activity regarding unsafe driving behaviors around commercial vehicles, and knowledge of appropriate behavior when passing a commercial motor vehicle.

Four waves of survey data were collected; each wave covered approximately two weeks. Wave 1 provided baseline information and was conducted before the implementation of the TACT countermeasures and media campaigns. Subsequent waves were conducted during the initial period of countermeasure activity, just after the peak of the countermeasures, and after the countermeasures had been in place for several months.

State, Local, and Community Partners That Can Support the Program

Public- and private-sector individuals and organizations can directly and indirectly support a high-visibility enforcement campaign and expand its reach. In some instances, they can lend credibility and access to various groups

LESSONS LEARNED FROM THE TACT PROJECT:

Variable message road signs backed up traffic on interstates and would not be used again.

News stories should show participation of local as well as State patrol officers.

All law enforcement officers gave out flyers at all traffic stops, which helped to explain the purpose of the pilot project.

The law enforcement members of the committee advised against using printed ticket holders (instead of flyers) because they are awkward to handle at the side of a freeway.
LESSONS LEARNED
FROM THE TACT
PROJECT:

Market research surveys were key to the success of the TACT pilot project because they revealed how people perceived the message.

There is still a perception by the general public that truckers are the main culprits and should be issued tickets as well. The public must be informed that drivers of all vehicles are subject to a ticket if they exhibit unsafe driving practices.

It is very helpful to provide a written fact sheet about the TACT project to court administrators to share with their judicial officials. It should explain the purpose of and need for the CMV high-visibility enforcement campaign.

within the community. In other instances, they might have direct contact with an important subgroup, such as traffic court judges. Still other groups can demonstrate support by distributing information about unsafe driving behaviors around commercial motor vehicles to clients, customers, and employees.

Members of the TACT Steering Committee made presentations about the TACT pilot project at the following meetings and conferences:

- Whatcom County Traffic Safety Task Force Meeting
- Thurston County DUI Task Force Meeting
- Statewide Community Traffic Safety Task Force Coordinators
- Washington State Patrol statewide meeting of public information officers
- Whatcom County Sheriff and Police Chiefs meeting
- Washington Association of Sheriffs and Police Chiefs Conference
- Washington Trucking Associations annual conference
- Oregon Child Passenger Safety Teams Conference
- Conference of Western Regional Administrators, Federal Motor Carrier Safety Administration
- Washington Department of Transportation statewide safety conference
- Federal Highway Administration National Conference
- Washington Governor Christine Gregoire’s GMAP (government management accountability and performance) meeting of executive cabinet directors
- Governor’s Conference on Safety and Health
- Oregon and Washington statewide law enforcement occupant protection meetings
- Lifesavers: Conference on Highway Priorities
- FMCSA meeting with MCSAP Division Administrators in Chicago

Before the enforcement waves, the project director contacted the clerks of those courts whose offices would likely see an increased volume of tickets due to the TACT pilot project. The clerks were provided with written details about the project. A member of the steering committee also met with a member of the Administrative Office of the Courts to discuss the project. A major result of the meeting was that judges of affected courts did not want tickets written during the project to be stamped or identified in any way with the TACT project.
The Need for High-Visibility Enforcement Campaigns

In 2003, 436,000 large trucks were involved in crashes in the United States. About 5,000 people were killed in these crashes and 122,000 were injured at an average cost of $62,613 per crash. About 79 percent of the fatalities were occupants of other vehicles on the road at the time, primarily passenger cars.

Although public awareness about the problem of commercial/passenger motor vehicle crashes is increasing, there is still a great need to raise awareness of what individuals can do to reduce their occurrence. High-visibility enforcement campaigns based on the STEP model not only raise awareness of how to reduce unsafe driving behaviors but also serve to deter these behaviors by enforcing the moving violations with which they are associated.

High-visibility enforcement offers law enforcement agencies a proven alternative for preventing many of the unsafe driving practices that passenger and commercial motor vehicle drivers engage in as they maneuver our Nation's highways. By targeting passenger and commercial motor vehicle drivers, they raise everyone's awareness of the joint responsibility we all have to drive carefully and share the road safely. See Appendix E for a list of FMCSA Service Centers and State Divisions to find out more about conducting a high-visibility enforcement campaign.
ENDNOTES

1) For more information on Click It or Ticket, see Mark G. Solomon, Neil K. Chaudhary, and Linda A. Cosgrove, May 2003, Click It or Ticket Safety Belt Mobilization Evaluation, Final Report, DOT HS 809-694, November 2003.


5) The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was signed into law on August 10, 2005. SAFETEA-LU raises the stature of all State highway safety programs by establishing highway safety improvement as a core program, tied to strategic safety planning and performance. Furthermore, the highway safety improvement program is now separately funded, giving States the flexibility to target funds to their most critical safety needs. A total of $5.1 billion is provided for 2006–2009.

6) Commercial Motor Vehicle Facts, April 2005
APPENDIX A

Sample Budget Form

The cost categories to the right are based on the expenditures of the TACT pilot project.

Direct Labor

(For the following labor categories, costs were based on 25 percent of salary, including fringe benefits, for one year.)

- Project Director
- Research Manager
- Public Information Manager
- Contract Manager

Other Direct Costs

Evaluation

- Data Analysis—Site Selection
- Data Collection and Evaluation—Enforcement
- Market Research—Public Awareness
- Market Research—Creative Testing

Media

- Advertising Agency
  - Creative Development
  - Production
- Media Placement
- Graphic Design/signage—Collateral Print (banners, truck wraps, road signs)
- Public Relations Agency (publicity, media relations, kickoff event)

Enforcement

- Overtime Pay for Law Enforcement Officers
- Communications Equipment
- In-Truck Surveillance

Miscellaneous Costs

- Local Travel
- Delivery Services
- Meeting Expenses
APPENDIX B
The Effectiveness of Paid Advertising in High-Visibility Enforcement Campaigns to Increase Seat Belt Use*

In 2002, 37 States, the District of Columbia, and Puerto Rico spent more than $9.8 million on paid ads in May, and another $3.5 million in November, to promote seat belt use. In most cases, that message was Click It or Ticket. Most of the ads were aired on television and radio programs known to reach 18- to 34-year-old males, the lowest seat-belt-using demographic group.

NHTSA evaluated the effectiveness of this model (using paid advertising) by comparing between “full implementation” States, “other implementation” States, and “comparison” States. In full-implementation States, a statewide program employing all elements of the Click It or Ticket STEP model included the following:

- Defined periods of earned media, paid media, and intensive enforcement;
- Use of paid advertisement placement or similar direct enforcement messages; and
- Program evaluations involving before-, during-, and after-observation surveys of belt use and surveys of public perceptions of the program.

Among the full-implementation States, the amount spent on paid advertising ranged from a low of $200,000 in Vermont to a high of $2,112,921 in Florida.

Other-implementation States conducted campaigns similar to the full-implementation States; however, they had limited paid advertisement placement. Among these States, the amount spent on paid advertising ranged from a low of $27,000 in Rhode Island to a high of $650,000 in Michigan. Comparison States also conducted campaigns similar to the full-implementation States; however, they did not purchase any advertising.

Seat belt use increased 8.6 percentage points averaged across the 10 Click It or Ticket full-implementation States. There was a 2.7-point increase averaged across the limited paid media States and only a 0.5-point seat belt use increase averaged across the States not using direct advertisement placement. Among the full-implementation group, increases in seat belt use occurred in all 10 States (both primary and secondary with either high or low seat belt use baselines). Seat belt use increased in three of the four States that had limited paid media and in two of the four comparison States.

*NHTSA does not have definitive research showing that paid advertising in high-visibility enforcement campaigns to increase seat belt use has the same effect on CMVs as on passenger vehicles. However, there is every reason to believe that this model will be effective with CMV drivers if the enforcement also targets them. In the Washington TACT project, both car and truck drivers were ticketed for unsafe driving behaviors. Paid advertising was directed at the general driving public and the radio message and road signs advised everyone to leave more space.
APPENDIX C
Sample Exposure and Knowledge Survey Form

This Department of Licensing office is assisting the Washington Traffic Safety Commission in a study about highway safety in Washington. Your answers to the following questions are voluntary and anonymous. Please complete the survey and then put it in the drop box or hand it back to the agent.

1. **Your sex:** ☐ Male ☐ Female
2. **Your ZIP Code:** __________
3. **Your age:** ☐ Under 21 ☐ 21-25 ☐ 26-39 ☐ 40-49
   ☐ 50-59 ☐ 60 Plus
4. **Your race:** ☐ White ☐ Black ☐ Asian ☐ Native American ☐ Other
5. **Are you of Spanish/Hispanic origin?** ☐ Yes ☐ No
6. **About how many miles did you drive last year?**
   ☐ Less than 5,000 ☐ 5,000 to 10,000 ☐ 10,001 to 15,000
   ☐ More than 15,000
7. **What type of vehicle do you drive most often?**
   ☐ Passenger car ☐ Pickup truck ☐ Semi truck
   ☐ Sport utility vehicle ☐ Mini-van ☐ Full-van ☐ Other
8. **How often do you use seat belts when you drive or ride in a car, van, sport utility vehicle, or pickup truck?**
   ☐ Always ☐ Nearly always ☐ Sometimes ☐ Seldom ☐ Never
9. **Have you ever driven a truck?**
   ☐ Never ☐ A few times total ☐ Used to drive a truck regularly
   ☐ Drive trucks now
10. **In the past two months, have you changed your driving behavior around trucks?**
    ☐ Yes ☐ No
    **If yes, what did you change?** *(Check all that apply):*
    ☐ I leave more space when passing ☐ I don’t follow as closely
    ☐ I stay out of the truck driver’s blind spots
    ☐ Other ___________________________________________________
11. **How strictly do you think the Washington State Patrol enforces unsafe driving acts around trucks?**
    ☐ Very strictly ☐ Somewhat strictly ☐ Not very strictly
    ☐ Rarely ☐ Not at all
12. **Have you ever been stopped by the police for tailgating or cutting off a semi truck?**
    ☐ Yes, I got a ticket ☐ Yes, I got a warning ☐ No
APPENDIX C
Exposure and Knowledge Survey Form (continued)

For Questions 13 and 14, please answer in **either** feet or car lengths but **not** both.

13. When I pass a **car** on an interstate highway, I leave ______ feet or ____ car lengths before I pull back in.

14. When I pass a **semi truck** on an interstate highway, I leave ______ feet or ____ car lengths before I pull back in.

15. Have you recently read, seen, or heard anything about giving semi trucks more space when you pass them?  □ Yes  □ No
   **If yes, what did you change?** (Check **all** that apply):
   □ Newspaper  □ Radio  □ TV  □ Road sign  □ Brochure
   □ Police  □ Billboard  □ Poster  □ Banner
   **If yes, what did it say?** ______________________________________________________________

16. Do you know the name of any programs related to safety around **semi trucks in Washington?** (check **all** that apply):
   □ Share the Road  □ Click It or Ticket  □ TACT
   □ Give Big Rigs Big Space  □ Leave Room When Passing
APPENDIX D

Sample Timelines

Memorial Day 2006 “Click It or Ticket” Timeline

- Belt Observation Evaluation Surveys
  - Baseline
  - Post Survey

- Public Awareness Surveys
  - Baseline

- DMV
  - Baseline
  - Selected Telephone Survey

Labor Day 2006 High-Visibility Enforcement Campaign Timeline

- Belt Observation Evaluation Surveys
  - Baseline

- Public Awareness Surveys
  - Baseline
  - Telephone

- DMV
  - Baseline

- Selected Telephone Survey
  - Baseline
  - Post Survey

- Reporting – Due on October 10, 2006
APPENDIX E
Planning Timeline for Click It or Ticket

Weeks 1–4 – Build Support from Political and Law Enforcement Leadership
- Schedule initial meetings with key political leaders: Governor, Attorney General, Colonel for Highway Patrol/State Police, Black Caucus, Police Chiefs’ and Sheriffs’ Associations
- Obtain letters of support from executive directors and presidents of major law enforcement associations
- Place campaign announcements in association newsletters
- Create subcommittees for enforcement, diversity outreach, media/public information and education, and evaluation
- Send Governor’s letter to all law enforcement agencies, political leaders, judiciary and minority leaders
- Develop a Click It or Ticket brochure with State logo
- Develop and contract for publicity and education materials

Weeks 5–6 – Obtain Law Enforcement Agency Commitments and Host First Click It or Ticket Statewide Meeting
- Begin law enforcement liaison (LEL) visits to garner local law enforcement agency support
- Host first statewide Click It or Ticket committee meeting with subcommittees (Enforcement, Diversity, Outreach, Media and Evaluation)
- Conduct regionwide LEL conference with focus on Click It or Ticket

Work With Media Firm to Produce TV and Radio Ads
- Select appropriate law enforcement personnel for the ads
- Coordinate production sites for the ads

Evaluation Subcommittee Leadership Attends Training Session on Click It or Ticket Evaluation Methods

Weeks 7–8 – Develop Media Strategy
- Media Subcommittee outlines plans for earned media and begins to schedule events
- Media planners identify special markets for targeted paid ads and review paid ad buy plan developed by the paid media contractor
Establish Click It or Ticket checkpoint locations
Continue to work with media firm to produce radio and television ads

Finalize the Enforcement Plan and Host Statewide Click It or Ticket Committee Meeting
- Establish checkpoint locations and plan for enforcement data collection
- Host statewide Click It or Ticket Committee Meeting—subcommittees develop action plans

Weeks 9–13 – Structure Evaluation Plan
Conduct Law Enforcement Briefings
- Conduct statewide law enforcement briefing and kickoff
- Hold regional law enforcement briefings in Highway Patrol/State Police Districts
- Host statewide Click It or Ticket committee and subcommittee meetings

Finish Filming and Producing the Radio and Television Ads

Weeks 11–13 – Conduct Baseline Data Collection
- Conduct statewide belt use survey
- Conduct driver licensing office survey
- Conduct resident telephone survey

Week 14 – Begin Earned Media Phase
- Governor’s announcement of media campaign (media event)
Conduct Mini Observational Belt Use Survey and Driver Licensing Office Survey (towards end of week)

Weeks 15–16 – Begin Paid Media Phase
- Air radio and television paid ads
Conduct Mini Observational Belt Use Survey and Driver Licensing Office Survey (towards end of week)
APPENDIX E
Planning Timeline for *Click It or Ticket* (continued)

**Weeks 16–17 – Continue Paid Media Phase/Begin Enforcement Phase**
- Conduct statewide kickoff event for strict enforcement
- Begin two weeks of enforcement
- Conclude radio and television paid ads

*Conduct Mini Observational Belt Use Survey and Driver Licensing Office Survey (end of second week)*

**Week 18—Conduct Post-Campaign Data Collection**
- Conduct statewide belt use survey
- Conduct driver licensing office survey
- Conduct resident telephone: survey

*Disseminate Preliminary Campaign Results*

**Weeks 19–21 – Post-Campaign Media Briefing and Appreciation Event**

*Disseminate Final Campaign Results*
A SELECTIVE TRAFFIC ENFORCEMENT PROGRAM (STEP) BASED ON THE TICKETING AGGRESSIVE CARS AND TRUCKS (TACT) PILOT PROJECT

FEDERAL MOTOR CARRIER SAFETY ADMINISTRATION SERVICE CENTERS AND DIVISIONS

Service Centers

Eastern Service Center
DOT-FMCSA
802 Cromwell Park Drive, Suite N
Glen Burnie, MD 21061
Phone: 443-703-2240
Fax: 443-703-2253

Midwestern Service Center
DOT-FMCSA
19900 Governors Drive, Suite 210
Olympia Fields, IL 60461
Phone: 708-283-3577
Fax: 708-283-3579

Southern Service Center
DOT-FMCSA
1800 Century Boulevard,
Suite 1700
Atlanta, GA 30345
Phone: 404-327-7400
Fax: 404-327-7349

Western Service Center
DOT-FMCSA
Golden Hills Office Centre
12600 West Colfax Avenue,
Suite B-300
Lakewood, CO 80215
Phone: 303-407-2350
Fax: 303-407-2339

State Divisions

Alabama Division
DOT-FMCSA
500 Eastern Boulevard, Suite 200
Montgomery, AL 36117
Phone: 334-223-7244
Fax: 334-223-7700

Alaska Division
DOT-FMCSA
Frontier Building, Suite 260
3601 C Street
Anchorage, AK 99503
Phone: 907-271-4068
Fax: 907-271-4069

Arizona Division
DOT-FMCSA
400 East Van Buren Street,
Suite 401
Phoenix, AZ 85004-2223
Phone: 602-379-6851
Fax: 602-379-3627

Arkansas Division
DOT-FMCSA
2527 Federal Building
700 West Capitol Avenue
Little Rock, AR 72201
Phone: 501-324-5050
Fax: 501-324-6562
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<td>785-228-9725</td>
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<td>617-494-2783</td>
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<td>651-291-6001</td>
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<td>601-965-4674</td>
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<td>406-449-5318</td>
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<td>603-223-0390</td>
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<td>609-538-4913</td>
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<td>614-280-6875</td>
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<td>405-605-6047</td>
<td>405-605-6176</td>
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<td>503-399-5838</td>
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<td>DOT-FMCSA 228 Walnut Street, Room 560</td>
<td>717-221-4443</td>
<td>717-221-4552</td>
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<td>787-766-5985</td>
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<td>Rhode Island Division</td>
<td>DOT-FMCSA 20 Risho Avenue, Suite E</td>
<td>401-431-6010</td>
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## South Carolina Division
DOT-FMCSA
1835 Assembly Street, Suite 1253
Columbia, SC 29201-2430
Phone: 803-765-5414
Fax: 803-765-5413

## South Dakota Division
DOT-FMCSA
116 East Dakota Avenue, Suite B
Pierre, SD 57501
Phone: 605-224-8202
Fax: 605-224-1766

## Tennessee Division
DOT-FMCSA
640 Grassmere Park, Suite 111
Nashville, TN 37211
Phone: 615-781-5781
Fax: 615-781-5755

## Texas Division
DOT-FMCSA
826 Federal Building
300 East 8th Street
Austin, TX 78701
Phone: 512-536-5980
Fax: 512-916-5980

## Utah Division
DOT-FMCSA
2520 West 4700 South, Suite 9B
Salt Lake City, UT 84118-1847
Phone: 801-963-0096
Fax: 801-963-0086

## Vermont Division
DOT-FMCSA
87 State Street, Room 305
P.O. Box 338
Montpelier, VT 05601
Phone: 802-828-4480
Fax: 802-828-4581

## Virginia Division
DOT-FMCSA
400 North 8th Street, Suite 780
P.O. Box 10230
Richmond, VA 23219-4827
Phone: 804-771-8585
Fax: 804-771-8670

## Washington Division
DOT-FMCSA
Evergreen Plaza Building
711 South Capitol Way, Suite 502
Olympia, WA 98501
Phone: 360-753-9875
Fax: 360-753-9024

## West Virginia Division
DOT-FMCSA
Geary Plaza, Suite 205
700 Washington Street East
Charleston, WV 25301
Phone: 304-347-5935
Fax: 304-347-5617

## Wisconsin Division
DOT-FMCSA
Highpoint Office Park
567 Donofrio Drive, Suite 101
Madison, WI 53719-2844
Phone: 608-829-7530
Fax: 608-829-7540

## Wyoming Division
DOT-FMCSA
1637 Stillwater Avenue, Suite F
Cheyenne, WY 82009
Phone: 307-772-2305
Fax: 307-772-2905

## Transborder Office
DOT-FMCSA
2297 Niels Bohr Court, Suite 204
San Diego, CA 92154
Phone: 619-710-8400
Fax: 619-710-2804