



**TN**

Department of  
**Safety &  
Homeland Security**



# Annual Report

Fiscal Year 2015/2016

Tennessee Department of Safety & Homeland Security | August 2016



**STATE OF TENNESSEE  
DEPARTMENT OF SAFETY AND HOMELAND SECURITY**

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NASHVILLE, TN 37243

**BILL HASLAM**  
GOVERNOR

**BILL GIBBONS**  
COMMISSIONER

August, 2016

Our FY 2015-16 Annual Report reflects both significant progress we have made in the Department of Safety and Homeland Security, as well as remaining challenges.

The five previous calendar years (2011-2015) were five of the six lowest traffic fatality years over the past 50-year period. Yet, FY 2015-2016 saw an increase over the previous four fiscal years. We continue to be data-driven in our deployment of road troopers to have the maximum impact on major crashes and fatalities. We continue to place major emphasis on DUI and seat belt enforcement. Traffic fatalities involving DUI stood at 21% of the total for the fiscal year. This represents a significant drop over a historical average of around 30%. Traffic fatalities involving unrestrained occupants represented 46% of all motor vehicle occupant fatalities, a drop of 3% compared to the previous fiscal year. Our enforcement efforts are working, and we will stay the course.

Tennessee is a major drug trafficking corridor, and we have an obligation to place priority on drug trafficking interdiction, as well as the interdiction of other criminal activities on our interstates and other state highways. As a result of interdiction activities, and other investigative work by the Highway Patrol, felony arrests by state troopers increased by 42% in FY 2015-16 compared to the previous fiscal year.

Our Office of Homeland Security has placed major emphasis on providing law enforcement officials, state employees and others with active shooter training as well as training in other key areas. In 2015-16, the office trained over 35,000 citizens compared to 15,409 the previous fiscal year. We will continue to focus on this need for training.

Working with the Department of Education, the Office of Homeland Security also reviewed the security plans of all public school systems across the state and identified deficiencies where they existed.

In our Driver Services Division, we have focused on both customer service and efficiency. One good way of measuring both is the average customer wait time in our driver services centers. When this administration took office, the average wait time was 34 minutes, with some centers having wait times of over an hour. With a lot of hard work and addressing the challenge on many fronts, we cut the average wait time to 20 minutes in FY 2014-15 and to 17 minutes in FY 2015-16.

We have also made significant progress in reducing the average hold time for our Drivers Services call center. The average hold time for FY 2015-16 was 10 minutes, with hold times as low as 3 minutes during the last part of the fiscal year.

In April, the Highway Safety Office was transferred from the Department of Transportation to this department. This gives us a unique opportunity to coordinate our traffic enforcement efforts through the Highway Patrol with our educational efforts to improve highway safety. We are very pleased that our seatbelt usage by state motorists has reached an all time high of 89%. Through combined enforcement and education efforts, we hope to push it even higher.

As of September 1 of this year, current Assistant Commissioner David Purkey will become the new commissioner as I take on new challenges in the next chapter of my career as director of the new Public Safety Institute at the University of Memphis and president of the Memphis Crime Commission. In selecting David Purkey, Governor Haslam has made an excellent choice. Under David Purkey's leadership, the department will continue to make great strides in serving, securing, and protecting the people of our state.

I thank the dedicated public servants who work in the Department of Safety and Homeland Security. Their hard work and dedication make Tennessee a safer place.

Sincerely,

A handwritten signature in black ink, appearing to read "Bill Gibbons". The signature is fluid and cursive, with a prominent flourish at the end.

Bill Gibbons  
Commissioner

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## ***Mission***

To serve, secure, and protect the people of Tennessee.

## ***Agency Overview***

The Tennessee Department of Safety and Homeland Security (DOSHS) is responsible for ensuring the safety and general welfare of the public. The DOSHS's general areas of responsibility include:

- Law enforcement
- Commercial vehicle enforcement
- Criminal investigations
- Homeland security
- Safety education
- Driver license issuance, renewal, and replacement
- Handgun permit issuance, renewal, and replacement

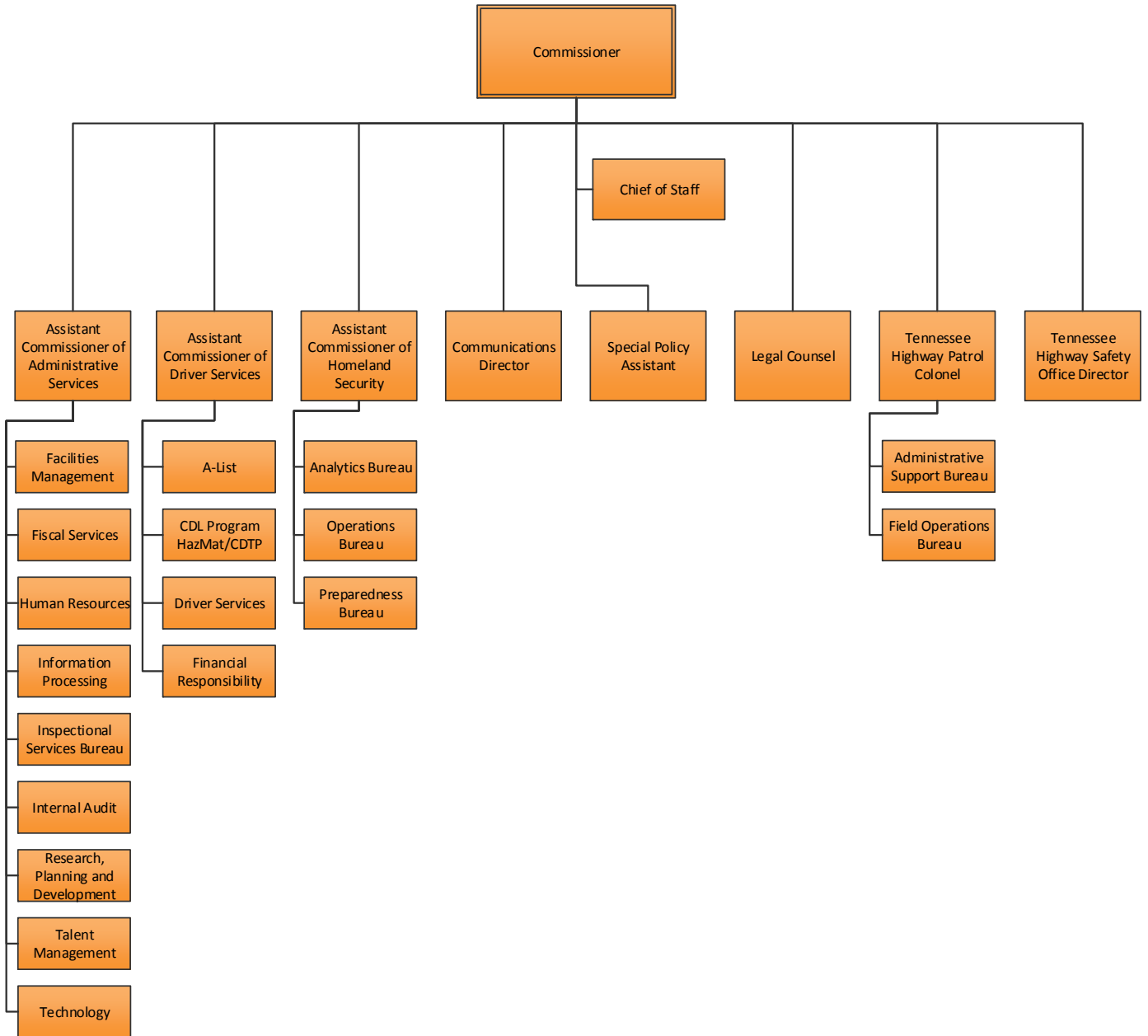
Headquartered in Nashville, the DOSHS maintains a strong presence statewide with more than 50 field offices and employees in each of the state's 95 counties. It is comprised of a highly professional staff of over 1,800 employees, approximately half of whom are commissioned law enforcement officers, while the remaining are civilian employees.

The DOSHS has undergone various modifications since its creation to ensure it is equipped to meet the needs of Tennessee's citizens. Below is a list of historical highlights for the DOSHS.

## ***Historical Highlights***

- 1929 The first state police force was patterned after the Texas Rangers.
- 1937 Tennessee became the 32<sup>nd</sup> state to enact a driver license law.
- 1939 The Department of Safety was formally established.
- 1957 The Tennessee Highway Patrol (THP) acquired its first helicopter.
- 1971 Driver license issuance was established as a function separate from the THP.
- 1972 The THP created its first special operations unit called the "Tact Squad."
- 1980 The Tennessee Bureau of Investigation (TBI) was removed from the department and established as a separate agency.
- 1984 The first photo license was issued.
- 1996 Commercial vehicle enforcement (CVE) was established which incorporated Public Service Commission (PSC) functions and motor vehicle enforcement.
- 1996 Handgun carry permits moved from local sheriff's offices to the department.
- 1999 The department gained international accreditation through the Commission on Accreditation for Law Enforcement Agencies (CALEA).
- 2001 The THP created the Critical Incident Response Team (CIRT).
- 2004 The department's CVE Division merged into the THP.
- 2006 The Title and Registration Division was transferred to the Department of Revenue.
- 2007 The Office of Homeland Security was merged into the department, making it the Department of Safety and Homeland Security (DOSHS).
- 2012 The DOSHS gained accreditation through the Tennessee Law Enforcement Accreditation (TLEA).
- 2016 The Governor's Highway Safety Office (GHSO) became the Tennessee Highway Safety Office (THSO) and was transferred to the DOSHS.

# Department of Safety and Homeland Security Organizational Structure



Members of the Tennessee Highway Patrol (THP) enforce all duties set forth by state law, including, but not limited to, motor vehicle laws, investigation of traffic crashes, assistance to motorists, and assistance to other law enforcement agencies upon request. The THP employs the special operations unit and the aviation section to safeguard the lives of officers and the public and to respond to and control emergency situations and unusual occurrences (e.g., disasters and civil disturbances). The THP is the lead state agency in interdicting illegal activities on our highways and interstates and in investigating numerous categories of crimes, including identity theft.



The THP is responsible for the enforcement for all laws, rules, and regulations pertaining to the safe operation of commercial vehicles on the roads and highways of Tennessee, including enforcement of licensing, fuel tax, and insurance laws applying to interstate motor carriers. Major commercial vehicle enforcement activities include inspecting commercial vehicles and driver logs, patrolling highways with a focus on truck traffic violations, and weighing commercial vehicles both at Interstate Inspection Stations and with portable scales along the highways. The pupil transportation section ensures that children throughout the state are transported safely through driver training and bus and child care vehicle inspections.

The THP is also responsible for the internal and external security at the State Capitol, Legislative Plaza, War Memorial Building, and other State property throughout Davidson County. Likewise, the THP is responsible for the security of the Governor and First Family, Lieutenant Governor, Speaker of the House, visiting dignitaries, and the Executive Residence and its grounds. The THP reviews and processes handgun carry permit applications and is responsible for denying, cancelling, and revoking permits, as well as certifying handgun safety programs and instructors.

Colonel Tracy Trott leads the THP.

### ***FY 15/16 Highlights***

- A \$1,000,000 update to the Computer Aided Dispatch (CAD) system is in progress, and the first phase is scheduled to be completed by the last quarter of 2016.
- A \$530,000 state-of-the art K-9 kennel facility was built using asset forfeiture money (no tax dollars being utilized).
- For the first time since 1982, there is funding in the FY 16/17 budget for construction of a new District Headquarters, which will be located in Jackson.
- For the first time since 1977, there is funding in the FY 16/17 budget for twelve (12) new road trooper positions.
- There was a 1% decrease in Tennessee traffic fatalities in calendar year 2015 while the rest of the nation was up 10%.
- The salary survey to pay TN Troopers the average of the southeastern states was fully funded in the FY 16/17 budget.
- The THP received recognition as the best mid-size state police organization (501-1500 troopers) in the national law enforcement challenge.
- There were 12,468 bus and 768 child care vehicle drivers trained in FY 15/16.
- 14,851 bus and 761 child care vehicle inspections were conducted in FY 15/16.

The Office of Homeland Security has primary responsibility and authority for directing homeland security activities including, but not limited to, planning, coordinating, and implementing all homeland security prevention, protection, and response operations. This responsibility includes developing and implementing a comprehensive coordinated strategy to secure the state from terrorist threats and attacks. The office serves as liaison to related agencies of the federal government, agencies of local government, agencies of other states, and related private sector agencies on matters of homeland security.

The office, in partnership with the TBI, operates an intelligence gathering fusion center, which enhances the state's ability to analyze terrorism information and improve information-sharing among state, local, and federal agencies.

Assistant Commissioner David Purkey leads the Office of Homeland Security.



### ***FY 15/16 Highlights***

- The office completed a reorganization which created three (3) bureaus - analytics, operations, and preparedness - to more effectively counter the evolving terrorist threat picture.
- The Tennessee Fusion Center scored 100% on its comprehensive assessment from the U.S. Department of Homeland Security.
- The office exceeded its training goal by 86%, training over 35,000 Tennesseans.
- The office launched a web-based Sudden Violence - Surviving an Active Shooter training program, for state employees via Edison in late March 2016; it trained over 4,000 state employees from April to June.
- Enhanced counterterrorism support was provided to local jurisdictions across the state by assigning new Homeland Security Agents to Chattanooga and Memphis.
- Homeland security officials participated in a nuclear power plant hostile action based (HAB) graded exercise for the Sequoyah Nuclear Power Plant. The preparation, coordination, and execution of protective actions before and during this exercise were recognized as a "best practice" by FEMA.
- The office partnered with the Federal Bureau of Investigation (FBI) in executing its TRIPWIRE program, which informs communities and businesses across Tennessee about suspicious items/behavior that may be related to terrorism as well as how to report this information.
- The office co-hosted a Cyber Security Summit with Middle Tennessee State University (MTSU) that saw nearly 400 attendees participate in identifying cyber-related vulnerabilities, understanding these evolving threats, and designing innovative strategies for security.



The Driver Services Division is responsible for driver licenses and photo identifications in addition to handling a variety of other services, ranging from handgun permit applications to voter registration. The Driver Services Division is continuously working to provide the best customer service experience possible. In addition to the service centers located throughout the state, the Division also partners with county clerks and other local government entities and offers online services for the convenience of customers.

Lori Bullard serves as the Assistant Commissioner overseeing the Driver Services Division.



The Driver Services Division is also responsible for coordinating all cancellation, revocation, and suspension actions against driving privileges arising from crashes, moving violations, weapons violations, child support arrearages, and failure to appear in court, as well as reinstatement of driving privileges.

### ***FY 15/16 Highlights***

- To address the high hold times at the Driver Services Call Center, staffing was increased, and all vacancies were filled. Additionally, classroom training was expanded and one-on-one training on the phone system was implemented. The monthly wait times decreased from a high of twenty (20) minutes in January to a low of two (2) minutes in June.
- To provide more efficient services for the customers and decrease operational costs, three (3) centers (Dresden, Whiteville, and McMinnville) were merged with surrounding centers.
- Driver services centers in Memphis and Nashville expanded hours to include select weekends to accommodate the many customers needing reinstatement services.
- To make driver testing more convenient during the summer months, Driver Services opened two (2) locations in Nashville on Tuesday nights for written tests and two (2) Saturdays a month for road skills tests and written tests. The division's mobile units were able to process the driver and issue a license at the locations without requiring the customer to go to a driver services center.

The Administrative Services Division provides support across the agency and consists of the following:

### Facilities Management

Facilities Management is responsible for building maintenance programs and statewide construction programs as well as ensuring a safe and healthy workplace for the DOSHS.

### Fiscal Services

Fiscal Services is responsible for preparing the annual budget and maintaining, processing, and accounting for all expenditures and revenue.



### Human Resources

Human Resources is responsible for organizing and coordinating the hiring process, implementing and reviewing salary administration policies, processing employee transactions, and providing career counseling.

### Information Technology

Information Technology is responsible for the DOSHS technology system and platform design, installation, maintenance, and all other computer related equipment activity including business solutions, project management, solutions development, operations, and information processing.

### Inspectional Services Bureau

The Inspectional Services Bureau is responsible for investigating complaints against employees and documenting compliments.

### Internal Audit

Internal Audit is responsible for providing safeguards against fraud, waste, and unauthorized use or misappropriation of funds and property.

### Research, Planning and Development

Research, Planning and Development is responsible for creating and providing policies and procedures to all DOSHS employees, administering a variety of special programs such as the ignition interlock device program and the digital in-car camera program, compliance with standards promulgated by CALEA and TLEA, management of the DOSHS's forms and publications, coordination of the disbursement of federal funding derived from asset seizures, and working with the DOSHS's legislative liaisons on various laws and initiatives.

### Talent Management

Talent Management is responsible for developing leaders and helping employees improve their skills and expertise to contribute to the overall success of the DOSHS.

Assistant Commissioner Larry Godwin oversees the Administrative Services Division.

### ***FY 15/16 Highlights***

- Operational audits were performed by Internal Audit on eight (8) driver services centers, five (5) cooperative driver training programs, and sixteen (16) commercial driver licenses agencies. This unit also assisted with three (3) fraud cases related to Driver Services.
- Internal Audit created, performed, and/or reviewed 124 risk assessments that covered fifty-five (55) areas related to the THP districts, forty-three (43) driver services centers, and twenty-six (26) operational areas within the DOSHS.
- Human Resources implemented new enhanced THP Sergeant and Lieutenant promotional assessment exams and the first ever-lateral cadet class composed of current law enforcement officers.
- Human Resources oversaw the successful merger of THP dispatch centers from eight (8) districts to four (4) central offices and the transfer of the Highway Safety Office from the Department of Transportation to DOSHS.
- Inspectional Services Bureau administrative cases for poor performance or conduct decreased by 15% compared to the previous fiscal year.
- Citizen complaint cases decreased by 29% from the previous fiscal year.
- Information Technology assisted with the THP dispatch consolidations of Chattanooga and Cookeville and of Nashville and Lawrenceburg and the successful opening of the Hickory Hollow Driver Services Center.
- Information Technology successfully deployed LawBase, the Legal Division's case management system, completed Driver Services' A-List upgrades for eight (8) year licenses, and completed the Avtex software upgrade for the Driver Services Call Center.
- Talent Management completed the DOSHS's first Commissioner's Leadership Academy and held the first Professional Development Conference for administrative staff.
- Talent Management established the Safety P.I.N. Employee Recognition program and created and implemented the DOSHS's first 360° feedback process.
- 95% of supervisors & managers have completed Level 1 management and leadership training.

Effective Friday, April 1, 2016, the Governor's Highway Safety Office (GHSO) transitioned from the Department of Transportation to DOSHS. After much discussion and planning, it was agreed that its mission and goals were better aligned with DOSHS. The THSO works with law enforcement officials, judicial personnel, and community advocates to coordinate activities and initiatives relating to the human behavioral aspects of highway safety. Its mission is to develop, execute, and evaluate programs to reduce the number of fatalities, injuries and related economic losses resulting from traffic crashes on our roadways. The office works with the National Highway Traffic Safety Administration (NHTSA) to implement programs focusing on occupant protection, impaired driving, speed enforcement, truck and school bus safety, pedestrian and bicycle safety, and crash data collection and analysis. Programs administered by this office are 100% federally funded.

Jason Ivey serves as the interim director of the Tennessee Highway Safety Office.



### ***FY 15/16 Highlights***

- The office hosted the Governor's Highway Safety Association's Annual meeting at the Omni Hotel in Nashville with 532 in attendance. The meeting had the highest level of sponsorship, as well as the third highest number of exhibitors and the fourth highest in attendees since 2007.
- In January 2016, the THSO staff honored one (1) of its longest serving director, Kendell Poole, who retired after ten (10) years with the office.
- The THSO began a transition from the Tennessee Department of Transportation to the DOSHS in April, 2016.
- The THSO awarded 433 federal grants, which represents 376 different Tennessee partners.
- THSO successfully completed the newest commercial for seatbelt emphasis and awareness campaigns entitled Excuses, by the THSO's new media firm, Enviomedia, of Austin, TX.

The DOSHS strives to keep the citizens of Tennessee fully informed of its objectives, functions, and accomplishments by maintaining a policy of open communication. This is done through the Communications Office, which serves as the primary point of contact for the agency for media relations and community outreach activities. The Communications Office develops and disseminates news releases, media advisories, reports, and social networking updates.

The Communications Office is protective of the public by ensuring compliance with all laws pertaining to public records. The office maintains the integrity of the DOSHS's investigations and actions by safeguarding the safety, evidence, and/or the rights of suspects, defendants, and other citizens. The Communications Office leads the DOSHS's public awareness efforts for many statewide law enforcement initiatives, including coordination and cooperation with other state departments and agencies such as the Department of Transportation and local law enforcement agencies.

Megan Buell serves as director of the Communications Office.



### ***FY 15/16 Highlights***

- A new Public Information Officer was hired for the Tennessee Highway Safety Office.
- The Communications Division has a total of three (3) Facebook pages, four (4) Twitter accounts, one (1) Instagram account, and THP District Public Information Officers are tweeting as well. The THP Twitter has reached over 20,000 followers and Facebook over 30,000.
- Call to Action videos featuring THP Colonel Trott were filmed in the four (4) major cities.
- The Commissioner's Safety Segment is a video filmed each month to showcase the DOSHS. It is sent to an e-mail list of over 10,000 and posted to all social media sites.
- Did You Know tips are videos filmed to inform Tennesseans about the DOSHS and the divisions to promote and create awareness of how we serve our citizens.
- Women of THP (in progress) will be a video showcasing the sacrifices and dedication of eight (8) troopers and the reality of being a mother, a wife, and a trooper.

The Legal Division serves in an advisory capacity to all other divisions of the DOSHS and stays abreast of changes in state and federal laws. The division works with and assists the Attorney General's Office in all appealed asset forfeiture cases and any claims filed against the DOSHS or its employees. The division also includes the commissioner's legislative liaisons, who serve as the DOSHS's point persons with the Tennessee General Assembly. The Legal Division also contains regional offices that specifically handle asset forfeiture and driver improvement cases.

Asset forfeiture responsibilities include processing, setting, and final disposition of all administrative hearings relating to seizures arising from the Tennessee Drug Control Act, DUI seizures, driving on revoked license seizures, and altered vehicle identification seizures. The Legal Division also provides training to law enforcement officers to prepare better cases, which in turn strengthens the division's representation of them.

Driver improvement responsibilities include evaluating the driving records of Tennesseans based on crashes and/or convictions of traffic violations in order to identify and keep track of high-risk drivers and establishing procedures for their rehabilitation; conducting hearings concerning financial responsibility and other driver license issues; medical referrals regarding the capability of drivers involving physical, mental, and substance abuse concerns; and approving and monitoring the defensive driving schools located across the state.

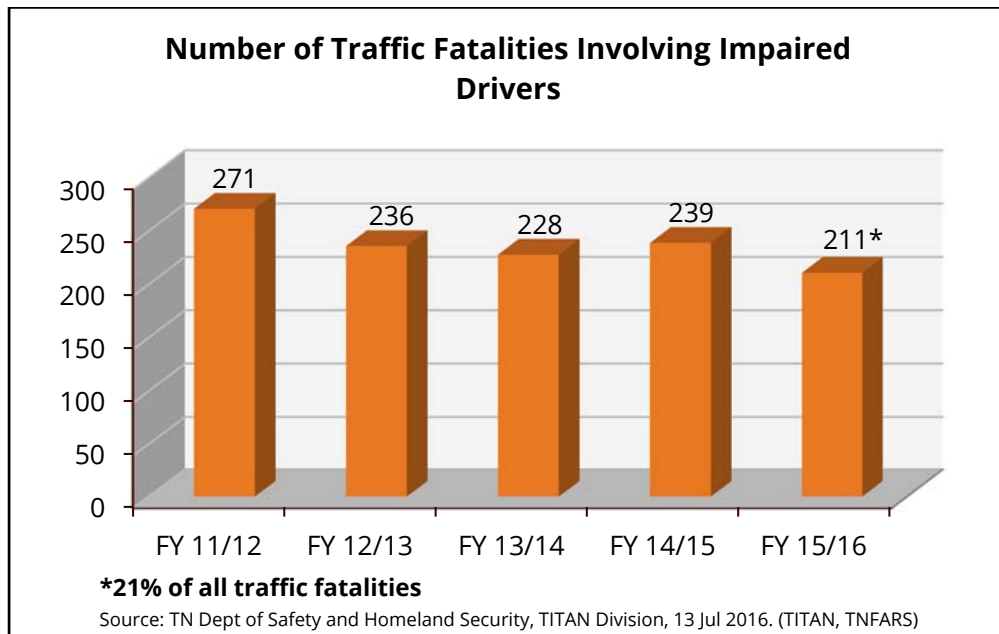
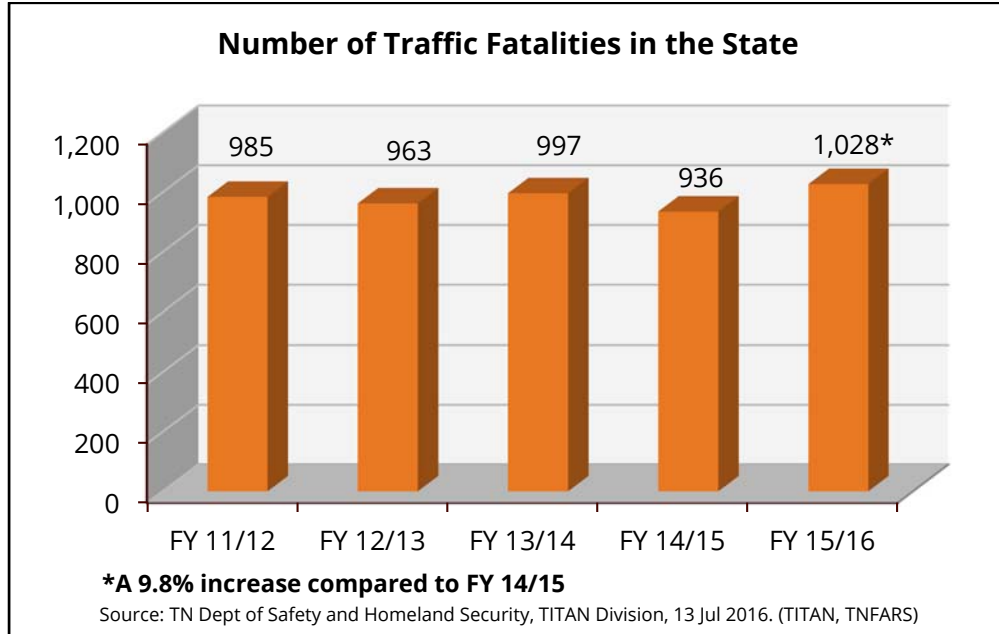
Legal Counsel Roger Hutto heads up the Legal Division.



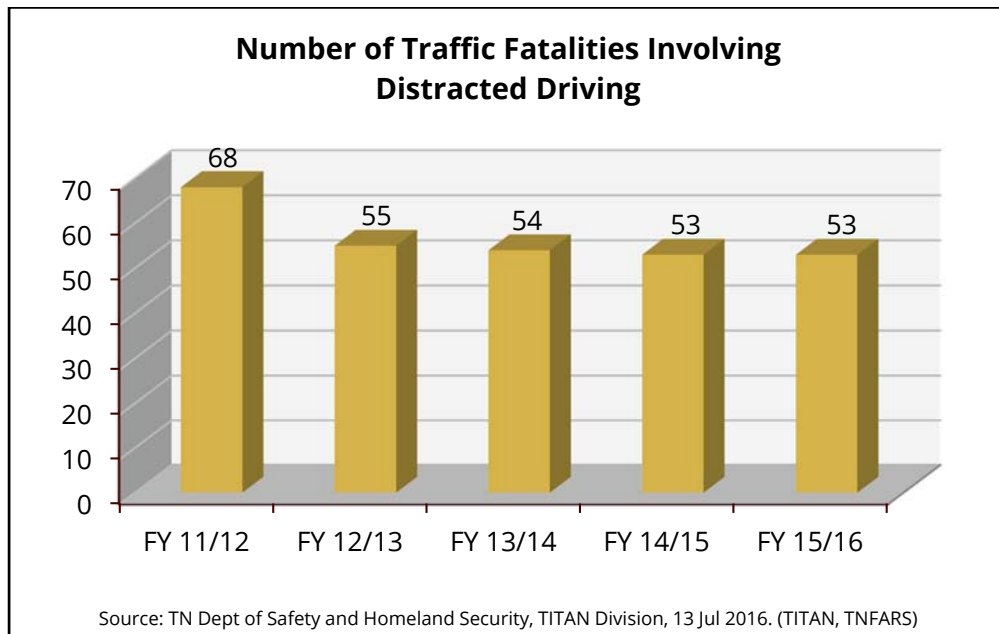
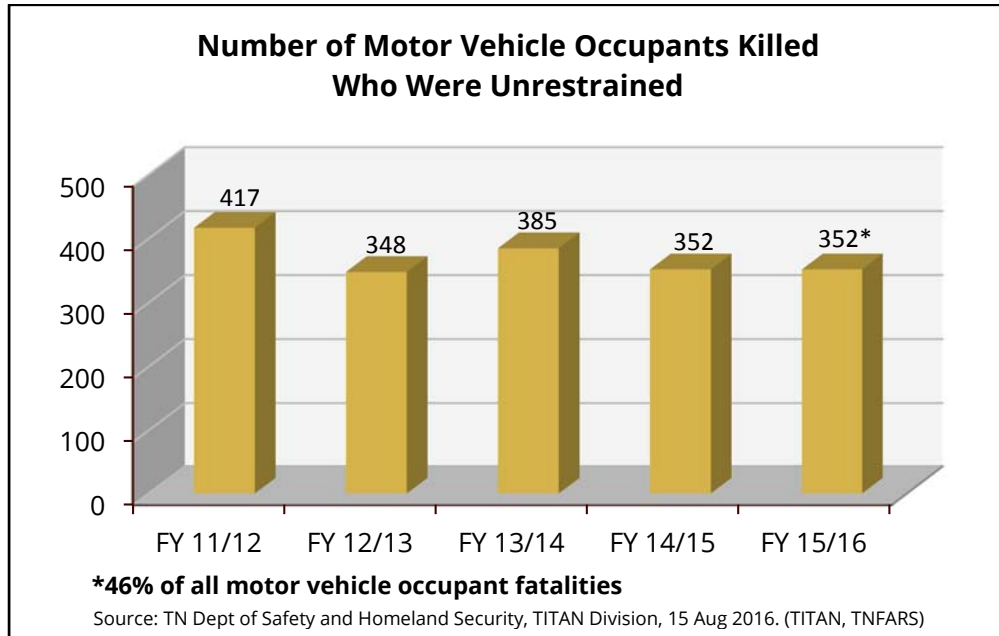
# FY 15/16 Annual Report

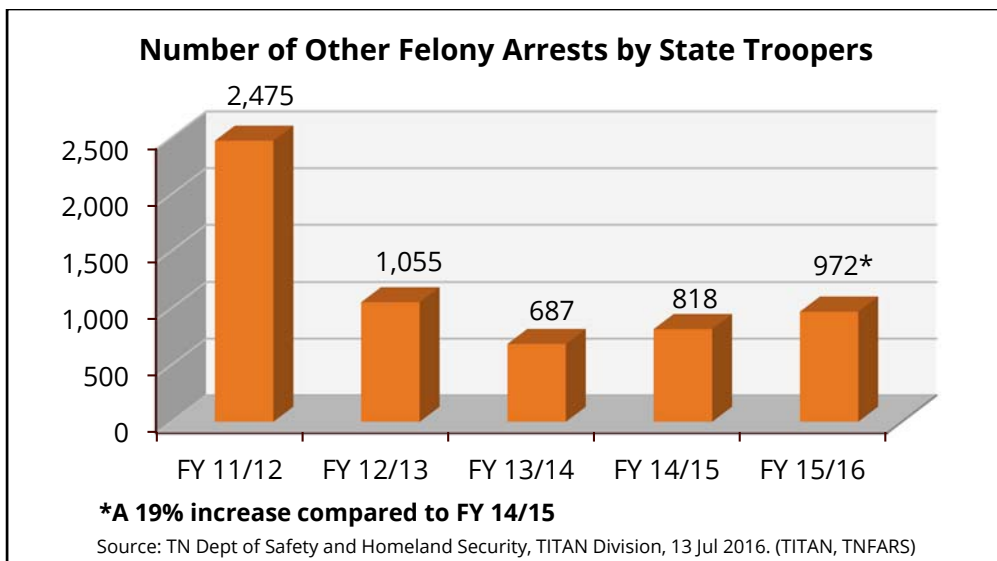
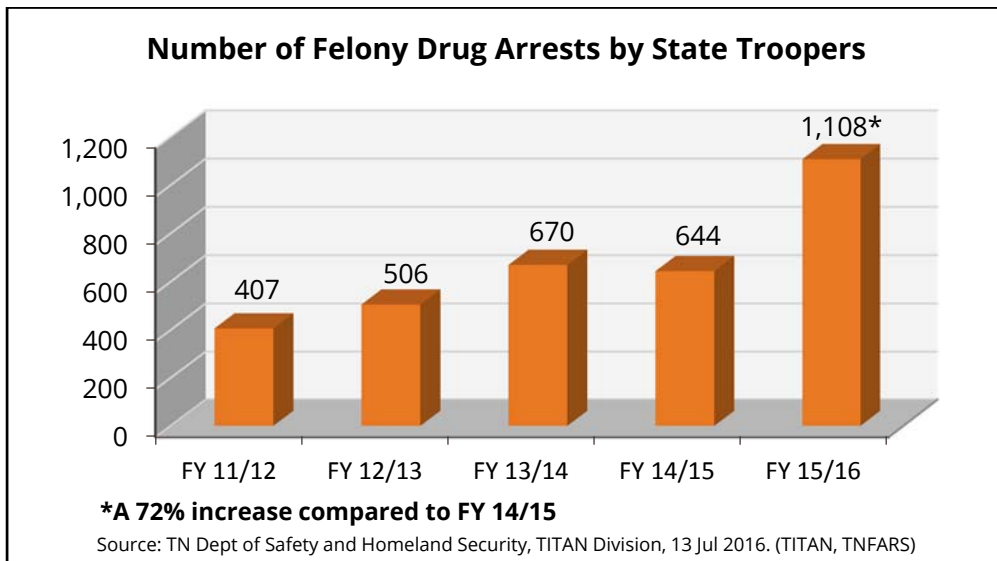
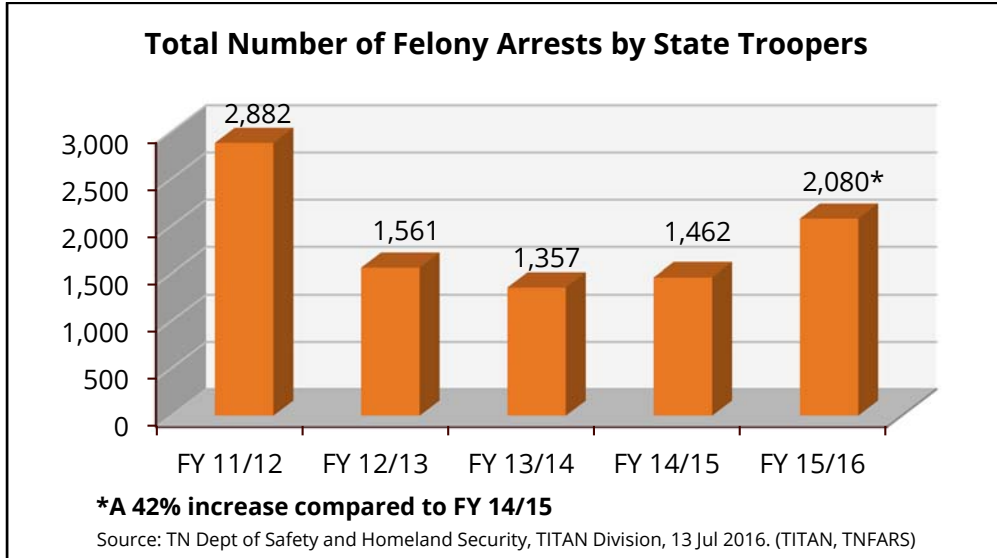
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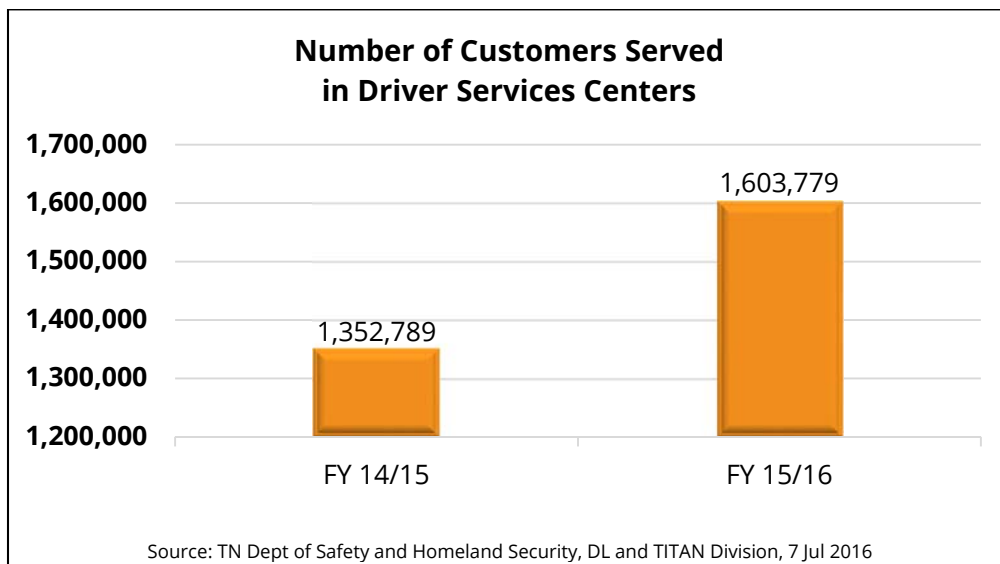
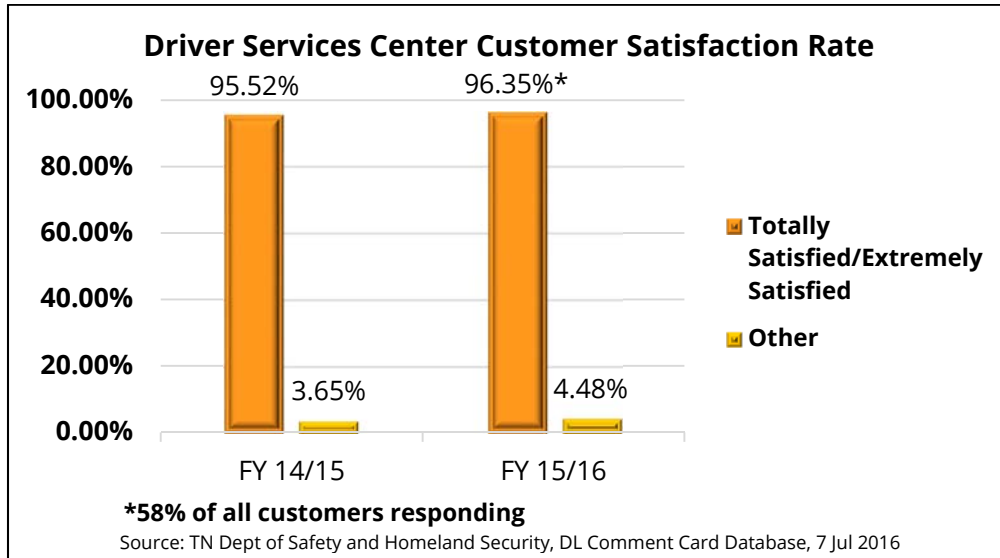


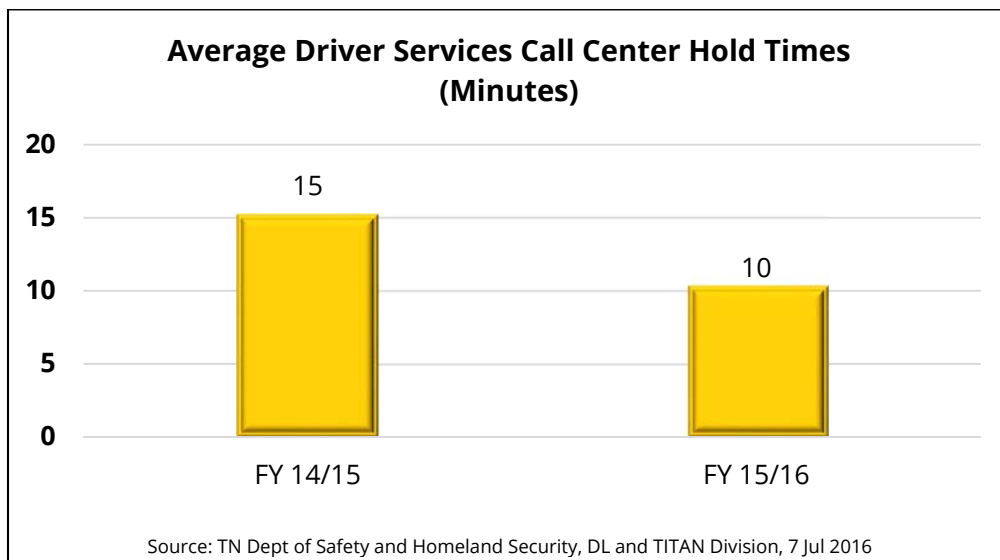
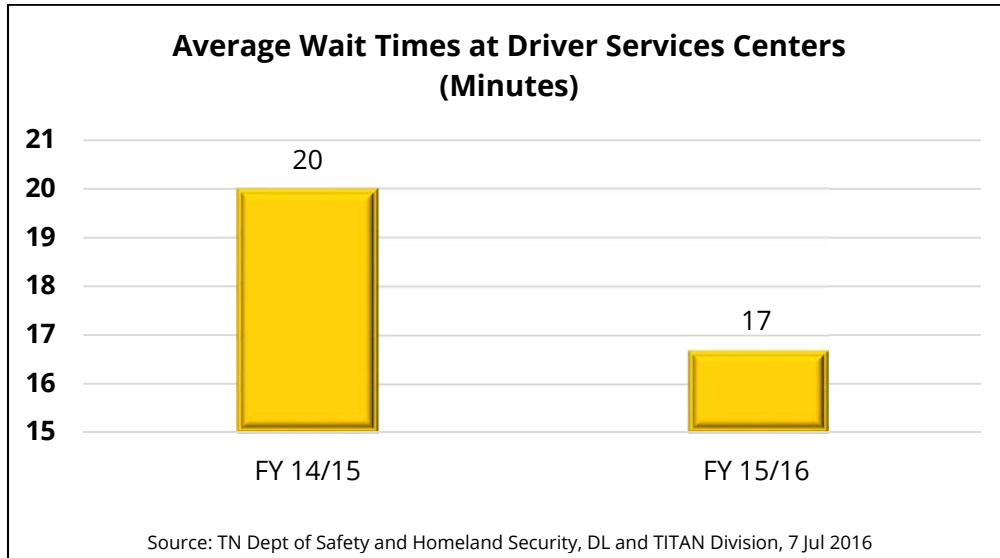


Major Federal Homeland Security Grant Funding Received by Tennessee			
Year	State	Memphis UASI*	Nashville UASI*
2003	\$40,058,000.00	\$6,071,695.00	\$0.00
2004	\$42,111,000.00	\$10,008,079.00	\$0.00
2005	\$28,070,941.00	\$0.00	\$0.00
2006	\$8,260,000.00	\$4,200,000.00	\$0.00
2007	\$14,140,000.00	\$4,590,000.00	\$0.00
2008	\$12,880,000.00	\$4,452,500.00	\$1,783,500.00
2009	\$11,844,500.00	\$4,166,500.00	\$2,836,900.00
2010	\$11,036,637.00	\$1,110,503.00	\$757,545.00
2011	\$5,518,319.00	\$0.00	\$0.00
2012	\$2,801,316.00	\$0.00	\$0.00
2013	\$3,459,364.00	\$0.00	\$0.00
2014	\$3,978,000.00	\$0.00	\$0.00
2015	\$3,978,000.00	\$0.00	\$0.00
2016	\$3,978,000.00	\$0.00	\$0.00
<b>Total</b>	<b>\$192,114,077.00</b>	<b>\$34,599,277.00</b>	<b>\$5,377,945.00</b>

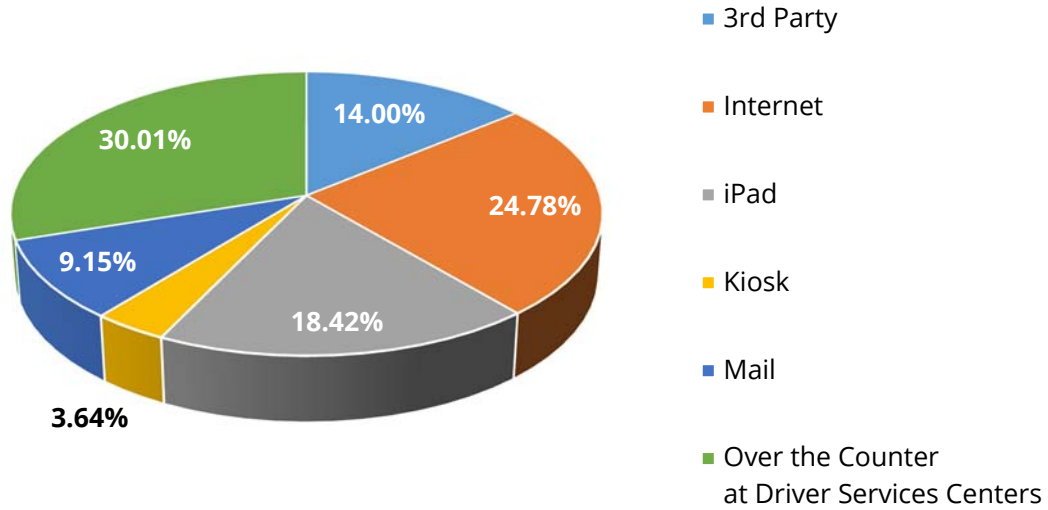
\*Urban Areas Security Initiative (UASI)

Fiscal Year 15/16 Training	
Month	Training Administered
July 2015	1,571
August 2015	2,158
September 2015	2,613
October 2015	3,179
November 2015	1,833
December 2015	1,638
January 2016	2,826
February 2016	5,975
March 2016	3,743
April 2016	5,346
May 2016	2,684
June 2016	1,442
<b>Total</b>	<b>35,008</b>



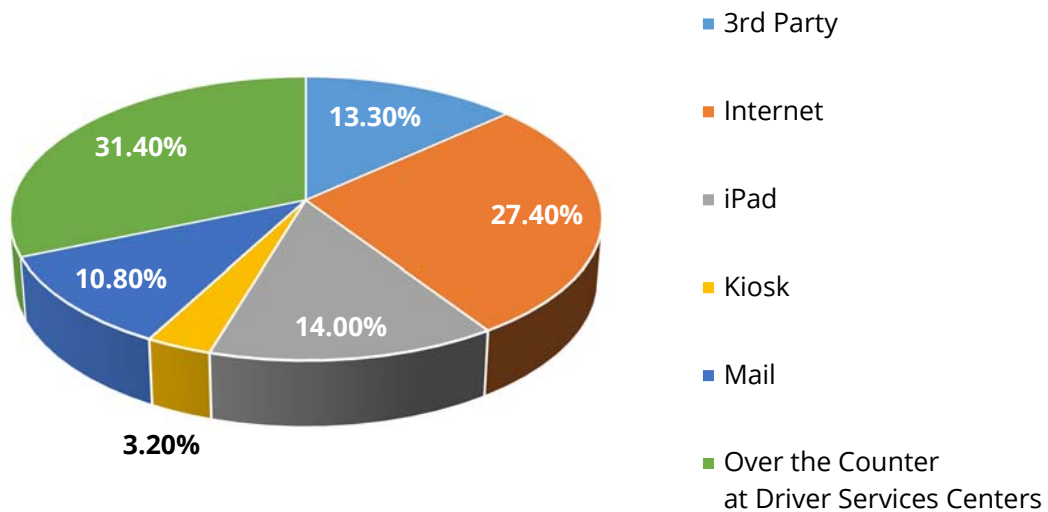


**Percentage of Renewal and Replacement Transactions Handled by Various Channels (FY 15/16)**

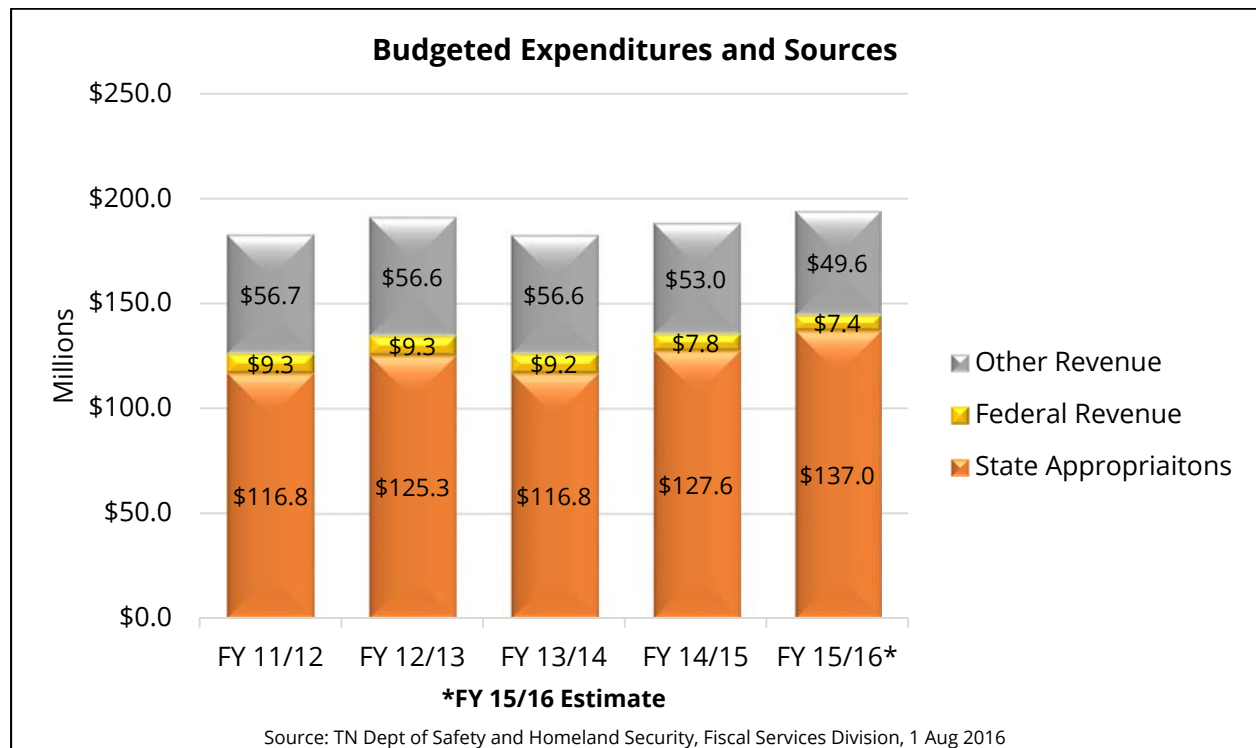
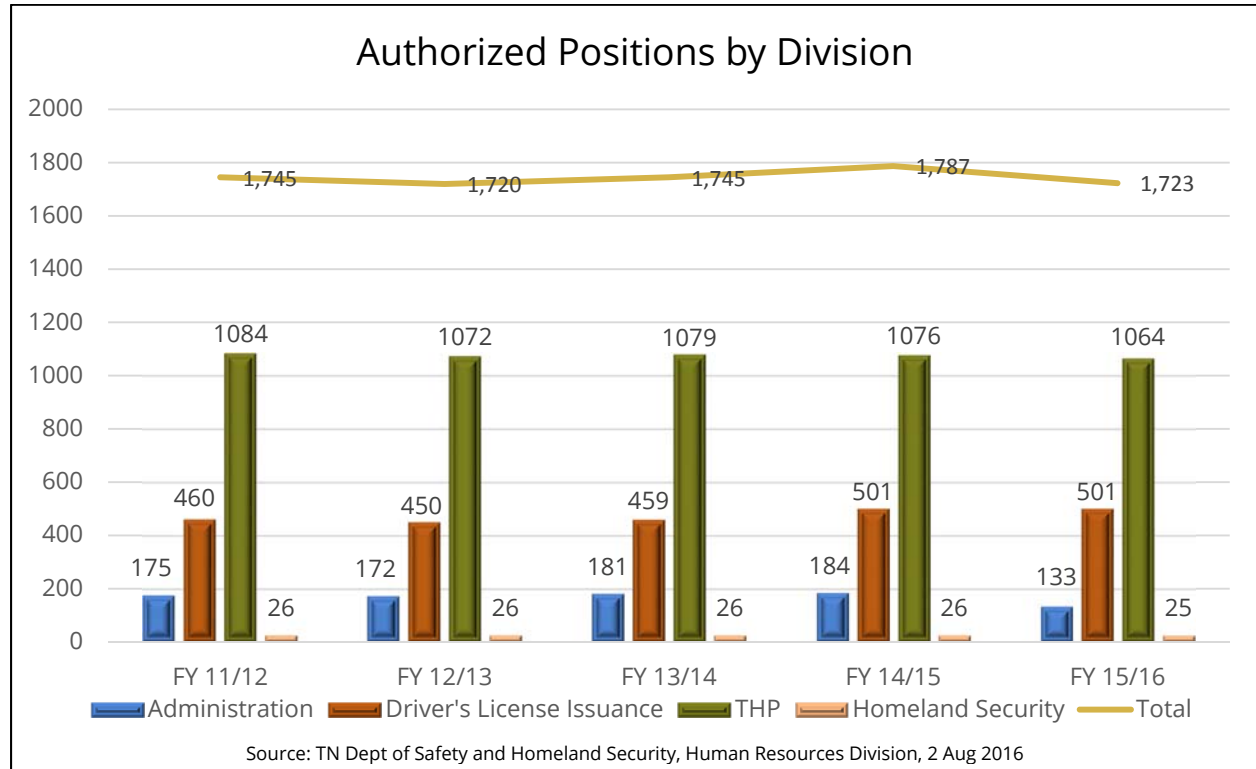


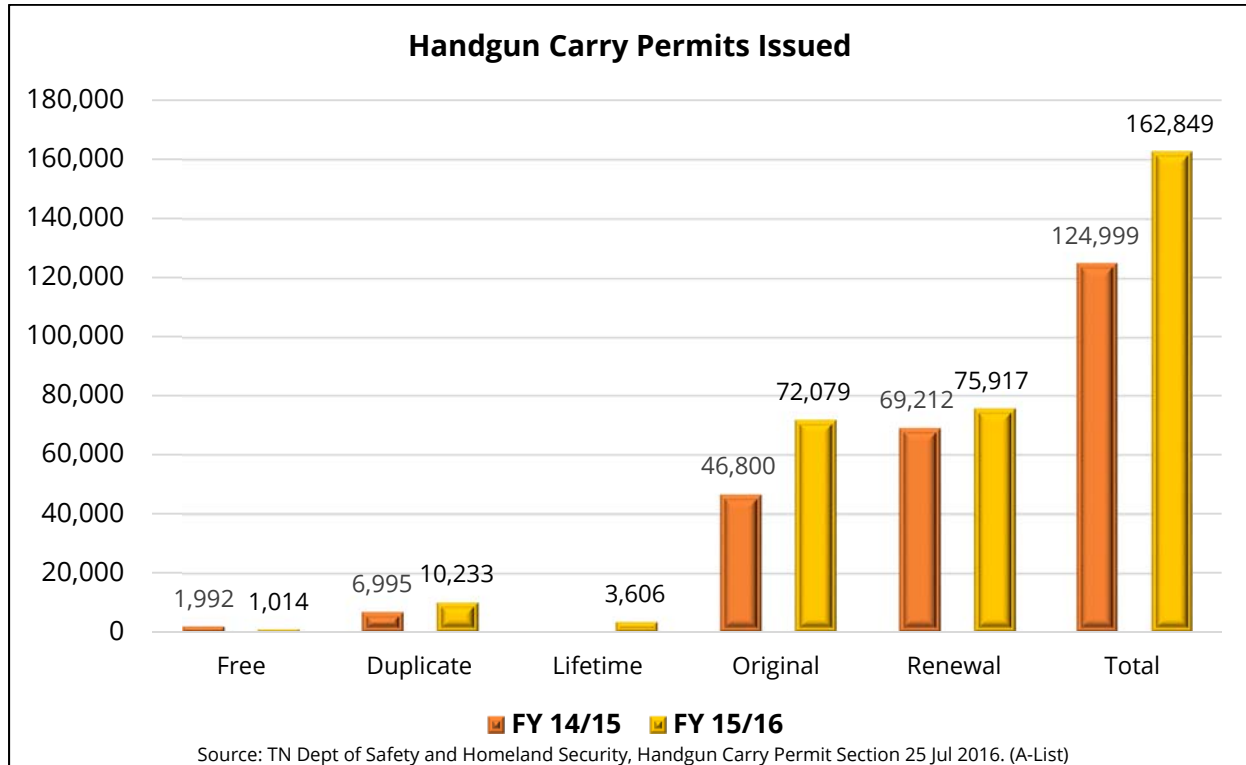
Source: TN Dept of Safety and Homeland Security, TITAN Division, 7 Jul 2016. (A-List)

**Percentage of Renewal and Replacement Transactions Handled by Various Channels (FY 14/15)**



Source: TN Dept of Safety and Homeland Security, Driver Services Division, 22 Jul 2016.





Handgun Permits Issued by Gender and Age FY 15/16			
Age	Female	Male	Total
26-30	5,026	9,026	<b>14,052</b>
31-35	5,032	9,224	<b>14,256</b>
36-40	5,170	9,275	<b>14,445</b>
41-45	5,897	10,460	<b>16,357</b>
46-50	6,281	10,985	<b>17,266</b>
51-55	6,706	11,288	<b>17,994</b>
56-60	6,053	10,705	<b>16,758</b>
61-65	4,789	9,947	<b>14,736</b>
66-70	3,645	9,544	<b>13,189</b>
71-75	1,711	5,989	<b>7,700</b>
76+	755	4,307	<b>5,062</b>
<b>Total</b>	<b>54,753</b>	<b>108,096</b>	<b>162,849</b>



Summary Of Asset Forfeiture Cases FY 15/16		
Property		
Type of Property	Total Seized	Total Forfeited
Cars	3,197	2,284
Trucks	2,038	1,506
Vans	102	85
Motorcycles	112	105
Boats	7	4
Aircraft	3	2
Recreational Vehicles	29	24
Misc. (pagers, jewelry, etc.)	5,560	1,797
Other Major	74	51
<b>Total</b>	<b>11,122</b>	<b>5,858</b>
Currency		
Currency	Dollar Amount Seized	Dollar Amount Forfeited
Money Seized	\$19,063,064.36	0.00
Money Forfeited	0.00	\$17,863,634.00
Vehicle Settlement; Funds Received	0.00	\$2,512,566.12
<b>Total</b>	<b>\$19,063,064.36</b>	<b>\$20,376,200.12</b>

In FY 15/16, 9,471 cases were opened and 7,559 cases closed.

Driver Improvement Hearing Officer Activity FY 15/16		
District	Hearings Scheduled	Hearings Conducted
Knoxville	354	258
Chattanooga	331	333
Nashville	938	829
Memphis	484	400
Fall Branch	406	311
<b>Total</b>	<b>2,513</b>	<b>2,128</b>

The Total Suspended for Frequent Traffic Violations (points) in FY 15/16: 6,460.

Medical and DL Re-Examination Referrals FY 15/16			
Medicals	Number	Re-Examinations	Number
Medical referrals on drivers received from officers, citizens, physicians, etc.	1,985	DL re-examination referrals received from officers, citizens, physicians, etc.	203
Incoming medical reports received from drivers or their physicians	1,866	DL suspended for failure to appear for DL re-examination	118
Incoming medical reports approved by Driver Improvement - DL remains valid	874	Passed DL re-examination - DL remains valid	118
Incoming medical reports approved by Driver Improvement subject to passing DL re-examination	243	Passed DL re-examination after failing prior DL re-examination - DL reinstated	49
Incoming medical reports disapproved - DL suspended	408	DL re-examination failed - DL suspended	44



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